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ABSTRACT

This document describes a study conducted to examine the effectiveness and efficiency of the provision of leisure and recreation services and community education services in selected areas of the Tayside, Central, and Fife Regions of Scotland. The 18-month-long study gathered 826 responses from 1,060 questionnaires issued in order to study the linkages between the two services and the scope of services of each. This report is organized in four parts containing a total of 14 chapters. Part I provides an introduction to the study, historical background, and an explanation of the methodology and structure of the report. Part II contains an overall view of developments in community education and leisure and recreation, and Part III presents a series of case studies of some of the work within these areas. Covered are community centers, adult basic education, informal further/adult education, community development, a district sports center and swimming pool, sports development, the Countryside Ranger Services, and arts development in Fife and Tayside. Part IV is the final Chapter 14, which provides a summary and analysis of the major findings of the research. References and appendices that contain the questionnaire and details on the research are included. (KC)

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A STUDY OF POLICY, ORGANISATION AND PROVISION IN COMMUNITY EDUCATION AND LEISURE AND RECREATION IN THREE SCOTTISH REGIONS

D. J. ALEXANDER, T.J.I. LEACH, T.G. STEWARD

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A STUDY OF POLICY, ORGANISATION AND PROVISION IN COMMUNITY EDUCATION AND LEISURE AND RECREATION IN THREE SCOTTISH REGIONS

By David Alexander, Tom Leach and Tim Steward

FOREWORD

This document is a record of the most original and substantial piece of research into Community Education in Scotland to have been produced in the last 10 years, and all of us on the Advisory Committee are pleased to have been associated with it. This does not of course mean that every one of us is in absolute agreement with all the researchers' interpretations and conclusions, but we are all satisfied with the thoroughness and credibility of the work, were all associated with the development of the conceptual framework and models used and would all agree that this study focuses on crucial issues.

The originality of the work starts from its association of Community Education with Leisure and Recreation. Very often, owing to administrative separation the two services are perceived in isolation from each other. This study highlights their close relationship in terms of users and emphasises the educational aspect of Leisure and Recreation (an element often underplayed and undervalued). Secondly, the researchers have been conscious throughout of the importance of the second word in the phrase Community Education. For historical reasons well and clearly explained here, Community Education has often in Scotland been confused with Community Work. The writers here have constantly been concerned with the educational or active learning element - with the cognitive area in particular.

The third original aspect of the study is that a very detailed piece of research into the operation of the services in three Regions, Cental, Fife and Tayside, has been used to illuminate the situation and problems of Community Education and Leisure and Recreation in Scotland as a whole. The examples of good practice and the general principles elicited are there to provide guidance for the whole of Scotland, while the problems faced and the barriers to learning identified, are problems and barriers to concern policy-makers throughout Scotland, as well as professional community educators, leisure and recreation workers and those who prepare/train them for their tasks. It showed an excellent spirit in the three Regions that they were so willing to put their work under the microscope; the outcome is not to be seen as an appraisal or critique of what they are doing - interesting though this is - but as a set of guidelines and problems relating to Scotland as a whole.

The very substantial character of the research is indicated in Chapter 3. The work involved: initial piloting and testing of questionnaires and schedules in two other Regions (Strathclyde and Edinburgh and East Lothian Districts); followed by interviews with 52 regional and district officials in Central, Fife and Tayside (which resulted in 165 hours of taped comment); the administration of questionnaires to 75 professional staff in the three Regions and the nine Districts; structured discussion with 45 different individuals and groups of users of the various services; and the administration of detailed questionnaires to 826 individual participants in programmes or activities. In addition, a "topic file", providing descriptive data over time, was kept in regard to each of 52 centres/programmes. A mass of data was generated and the researchers have displayed considerable skill in analysing the interpreting the most important parts. A rich mine of other material still remains.

I have said that the work has spotlighted crucial issues. Among these are:

1. Patterns of participation in Community Education and leisure and Recreation do not reflect the general population structure and in particular women and disadvantaged social groups are under-represented;

2. The organisational structures adopted in the wake of the Alexander Report have not been as effective as might have been expected in creating linkages between or fostering collaboration among workers in youth and community work, adult education and adult basic education;

3. Staff in the field seem to lack clear guidance and support and this seems to reflect some lack of clarity in policies and in the setting of priorities;

4. The Alexander Report's stress on developmental work, in which individuals could follow a conscious progression in learning, seems not to have been adequately heeded.

All of these conclusions are well supported by the research evidence and are very challenging to policy-makers and professionals in Scotland. Renewed debate is called for on the objectives and assumptions articulated in the Alexander, Carnegy and Stodart reports.

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This work was commissioned and largely financed by the Scottish Education Department, which provided £22,500 to support it. The University of Edinburgh Faculty of Social Sciences contributed £80 for typing and the University's Department of Education made an input of £300 for duplicating and binding.

The whole study was guided and carried out by Messrs. David Alexander and Timothy Steward of the University of Edinburgh Department of Education, co-directors of the project, both of whom had full-time university teaching responsibilities, working alongside Mr Tom Leach, full-time researcher, employed for 18 months. Mrs Vicky Steward helped, as a volunteer, on processing of some of the raw data. The dimensions of the study and the time within which it was completed - October 1981 to December 1983 - reflect great credit on these four people.

From its inception, the study was monitored by an Advisory Committee, made up of the following persons:

1. Professor Lalage Bown, University of Glasgow, DACE, Chairman
2. Mrs Judith Duncan, Principal Research Officer, SED
3. Mr Duncan G Kirkpatrick, H.M. Inspector of Schools, SED
4. Mr Patrick Mellor, Director of Leisure and Recreation, East Lothian
5. Mr Nicholas Gibbs, Senior Assistant (Recreational), Fife Region
6. Mr Vernon Smith, Former Director, Scottish Institute of Adult Education
7. Mr Geoffrey Drought, Depute Director of Further Education, Tayside Region
8. Mr Samuel Reid, Director, Parks, Recreation and Tourism, Angus
9. Mr John M Taylor, Assistant Director of Education, Central Region
10. Dr. Maurice Cantley, Former Director of Leisure and Recreation, Tayside

This Committee, together with the researchers, would like to acknowledge very sincerely the important sponsorship, financial help and professional interest shown by the Scottish Education Department and also the very positive cooperation of the three Regions in which the research was mainly undertaken. It is difficult to name individuals without individiousness, but the Committee would like to thank especially:

Mr I Collie, Director of Education, Central Region;
Mr F Bracewell, Director of Physical Planning, Central Region;
Mr I S Flett, Director of Education, Fife;
Miss Mary Urquhart, Senior Assistant Director of Education, Fife;
Mr D G Robertson, Director of Education, Tayside;

and also the Chief Executives and Directors of Leisure and Recreation (or their equivalents) in the following Districts:

Central	-	Clackmannan, Falkirk, Stirling;
Fife	-	Dunfermline, Kirkcaldy, North-East Fife;
Tayside	-	Angus, City of Dundee, Perth and Kinross.

The enthusiasm and support of officials and professionals was very much appreciated and was matched by the interest and patience of the users/participants in the various programmes.

The Committee would wish to congratulate the researchers for their unflagging dedication. It is scarcely credible that they were able to carry out work on this scale and analyse it so thoroughly with such limited resources and with other commitments of their time.

Finally, I would personally like to thank most cordially the members of the Advisory Committee. Representing the SED and the three Regions and the nine Districts in which the research was done, they brought first-hand knowledge and experience to bear, which helped the researchers very considerably. The Committee's meetings were lively, supportive of the project and most constructive.

Lalage Bown

Department of Adult and Continuing Education, University of Glasgow

Chairman, Advisory Committee.

Acknowledgements

We would like to thank the Scottish Education Department for their sponsorship, financial support, advice and assistance in undertaking this research project. The broad approach of the research in including a study of Leisure and Recreation was fully supported by the Department as was the comparative approach to regions and districts.

Our grateful thanks and full recognition are due to Tom Leach, our research associate, who brought to the project rigorous conceptual analysis, combined with a remarkable honesty and the capacity for sustained disciplined and hard work.

Senior staff, professional workers and participants in the Community Education and Leisure and Recreation Services in the areas studied all gave unstintingly of their time, initiated much constructive debate and indicated their commitment to and support of the project. Clearly without such understanding and cooperation, the work could not have been effectively carried out.

We are extremely grateful to Professor Bown both for her advice and encouragement and for the constructive roles she played in chairing an advisory committee which undertook its tasks with concerned commitment and a lively enthusiasm. Our thanks are also due to the senior staff who deputised for advisory committee members. Duncan Kirkpatrick, H.M.I., provided valuable insight, informed criticism, support and encouragement throughout the duration of the project.

Both students and staff of the Department of Education, Edinburgh University, gave their full support and understanding to the researchers. We should particularly mention the support and encouragement given by Professor Noel Entwistle. Miss Pat Watson of the University Finance Department provided invaluable advice on the financial administration of the grant without which the researchers would have encountered severe difficulties.

Lastly we would like to express our appreciation to the secretaries and typists who have displayed an extraordinary patience and understanding without which the final report could not have been produced - Miss Susan Bobby, Mrs Alison Mason, Mrs Sheila Stanton, Miss Moira Hutchison, Mrs Yvonne Urquhart.

D J Alexander
T G Steward

Department of Education
University of Edinburgh.

January 20th, 1984.

Errata

In Chapter 12, the illustrations for the Countryside Ranger Services and the two case studies of Duntrune Demonstration Garden and Camperdown Wildlife Park were omitted from pagination and are included unnumbered after page 383.

Final Report for submission to the
Scottish Education Department.
Not to be quoted from without the
permission of SED and the Authors.

A STUDY OF POLICY, ORGANISATION AND PROVISION IN COMMUNITY EDUCATION AND LEISURE AND RECREATION IN THREE SCOTTISH REGIONS

D.J. Alexander (Co-Director), T. Leach (Research Associate), T.G. Steward
(Co-Director) - December, 1983

Department of Education, Edinburgh University

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CHAPTER 1

Introduction

A. Background

Within the last 15 years increasing attention has been paid both by central and local government and by statutory and voluntary bodies to a wide range of services providing leisure time activities for members of the public. Though these activities may take place in leisure time, they may not necessarily be "for leisure" alone, but may be for personal development and growth either in terms of the participants' intentions and purposes or in terms of the nature of the activities themselves. Forms of statutory and voluntary provision such as Youth and Community Work, Leisure and Recreation, Community Development and Social Work, like Adult, Further, and Tertiary Education, have until recently been largely developed separately, frequently with little or no reference to other professional areas. All of these areas have been seen as having a contribution to make to the development of individuals and society as a whole. The areas to which it was hoped to contribute have been emphasized in official reports such as Russell (HMSO, 1973), Alexander (HMSO, 1975), Skeffington (HMSO, 1969), Plowden (HMSO, 1967) Home Office funded Community Development Projects and Publications.

The formation of more composite Leisure and Recreation departments at both Regional and District levels following Local Government reorganisation in 1975 and the move by many local authorities to incorporate in various ways Youth and Community Work, Informal Further Education (also known as Non Vocational Adult Education) and Adult Literacy and Adult Basic Education to form Community Education departments at reorganisation and at the time of the publication of the Alexander Report (H.M.S.O., 1975) reflect this concern. Similarly the Stodart Report (H.M.S.O. 1981) indicates a continuing concern with the effective organisation of such public services.

Despite the implementation of Alexander's recommendations in various ways and the creation of more composite Leisure and Recreation departments throughout most of Scotland and despite attempts to integrate differing approaches, ideas, traditions and professional work roles, the fact of non-participation by the majority of the population, particularly by "disadvantaged" groups and individuals, remains in many areas of Community Education and Leisure and Recreation. Despite organisational mergers in both services and attempts made to develop "generic" training, corporate management and "team" approaches to developmental and educational work, it may still be the case that workers conceive of their jobs in disparate and traditional terms and work in ways which do not reflect integrated approaches.

In the field of Community Education, the Alexander Report recommended that "Adult Education should be regarded as an aspect of community education, and with the youth and community service should be incorporated into a community education service". (HMSO, 1975: x). In practice the notion of "incorporation" of Adult Education as "an element of community education" has been interpreted by some Community Education Services to mean "integration" so that a more generalist approach to professional work has been encouraged, as a response to the perceived problems of disparate specialist professional approaches. However, "incorporation" may also be constructively interpreted as implying the creation of functional cooperation between specialists where their objectives overlap. This interpretation implies the creation of organisational structures which contain recognisable elements of Youth Work, Community Work, Adult Education and Adult Basic Education, and foster working alliances between these elements, rather than the "integration" of these elements into a less differentiated area of work called Community Education in which objectives and purposes become more diffuse and less easily recognisable.

In both the Leisure and Recreation Service and the Community Education Service, there is then a wide variety of ideas, professional traditions and philosophies; a wide variety of organisational histories and responses to local government reorganisation; and a wide variety of responses to the Alexander Report which contribute to a variety of practice in the field confusing to professionals, participants and potential participants. Financial cutbacks have made it even more necessary to try to clarify underlying ideas and concepts, organisational structures and the effectiveness of the diverse forms of organisation and practice.

B. Aims and Objectives of the Research Study

The aims of the research were to examine the effectiveness and efficiency of the provision of Leisure and Recreation and Community Education Services in selected areas of the Tayside, Central and Fife Regions of Scotland. The project, therefore, studied the various organisational structures and policies at Regional and District level for Leisure and Recreation and Community Education to reveal how these, together with professional orientations and attitudes affect the objectives and quality of work done. The project was particularly concerned to study the range, nature, quality, balance and purposes of the programmes offered by the services and to study the nature and patterns of participation. The study involved an examination of linkages, actual or potential cooperation and integration between elements within each service and between the two services.

Community Education and Leisure and Recreation activities undertaken in leisure time are not treated as isolated categories of activity since we perceive them to be related to the social locations of individuals and groups. These activities are considered from the point of view of their social functions, and their contributions to personal growth and development. Leisure activity is seen as part of a spectrum of linked educational, community, recreational and sporting activities related not only to individual psychologies, concepts of "individual sovereignty" and freedom of choice but also to the varying patterns of activities, opportunities and range of choices which are influenced by socio-economic, cultural and historical conditions.

The project examined the aims and objectives of programmes in CE and LR and the extent to which those programmes may be seen as "developmental" for individuals and groups in terms of the development of physical, creative and reflective skills, knowledge, confidence and social awareness.

More specifically the objectives of the research were:-

1. To examine policy, priorities, resource allocation and staffing at Regional, District and local levels.
2. To study the historical development of professional traditions in Youth Work, Community Work, Adult Education, Adult Basic Education, Leisure and Recreation and Community Education and their influence on professional approaches, philosophies and current practice.
3. To categorise and analyse the nature of organisational structures and their influence on the quality and balance of programmes; to examine areas of overlap between the two services and linkages and cooperation between professional workers.
4. To discover professional orientations, skills, approaches and attitudes.
5. To investigate the nature of participation in Leisure and Recreation and Community Education programmes in terms of sex, age, social class and other relevant variables.
6. To discover and examine positive developments and examples of good practice.
7. To make detailed studies of particular selected centres and programmes.
8. To study constituent elements of each service.
9. To consider the implications of these analyses for the development of practice and for the education and training of professional workers.

C. Definition of Terms

Since we have introduced certain terms in the text which are used with a particular meaning in this study, we seek now to briefly clarify these meanings. These are organised in three clusters which we have labelled Forms of Provision, Professional Purposes and Organisational Structures; These clearly overlap in some instances, and the term developmental has meanings in all three clusters.

1. Forms of Provision

Developmental

We use this term in relation to provision, purposes and structures in both LR and CE; it refers to the centrality of seeing movement, change and growth for individuals and groups as principles on which to base provision linked to appropriate structures. Such provision and structures may create a developmental network of vertically and horizontally linked educational, social and recreational opportunities from basic introductory involvement to more advanced and/or broader programmes. A continuum of provision may be seen from more static, discontinuous or ad hoc forms of provision at any level to more linked and developmental forms of provision.

Responsiveness

We see responsive approaches to provision involving two major factors; firstly the recognition of the historical evidence that in spite of initiatives both services have not involved all sections of the community and in particular various 'disadvantaged' groups. Such broad involvement may be better achieved by the analysis of the unexpressed needs, demands, interests and purposes of participants, and of non-participants, defined in the study as Latent Demand. Responsiveness is used to indicate the awareness that among existing participants, interests, demands, leisure preferences and latent demands are not static and that both services must evolve in the light of these changing factors.

Distributive Justice

This term refers to the concern of professional workers in both services that the uptake of provision should not be dominated by particular groups or sections of the public to the exclusion of other groups. Related to this concern is the notion of an open democratic approach to participation and the use of facilities. This approach emphasizes the concern that facilities and services are for the benefit of the whole community as and when they make demands. However, the term open democratic frequently assumes individual sovereignty of choice, that is, leisure choices can be made by individuals from a wide range of opportunities made available by the providing services. However, these views do not take into account latent demand or the socio-economic, cultural and historical context within which choices are made or not made.

Mainstream

This term refers to a normative view of providing a range of services and facilities derived from both what proved to be feasible in the past and from traditional professional concerns. Mainstream provision consists of a continuing range of acceptable and proven activities, programmes and group work meeting a number of social, recreational and educational needs forming a valid and important basis for developmental work. There is a relatively common pattern of programmes and activities which we have termed a Core Curriculum. However mainstream provision is frequently allied to the notion of open democratic approaches and is only related to notions of responsiveness, latent demand and non-participation in a limited number of areas of professional practice. Special Provision is used to describe more innovatory and responsive approaches to participation, involving the recognition of latent demand, the development of new areas of participation and the involvement of traditional non-participants, or particular disadvantaged groups and individuals. However special provision is not necessarily developmental to the extent that it is seen as separate, ad hoc and unrelated to other forms of provision. Continued special provision may become integrated into mainstream either as recurrent basic provision or linked into a developmental network. That is to say the definitions of mainstream and special provision in any one agency are capable of movement and redefinition and may involve innovatory work which changes the nature of the core curriculum and which assists in the creation of a greater degree of distributive justice. Where such innovatory work is achieved it is frequently dependent upon a degree of autonomy of professional workers within organisational structures. That is where organisations provide degrees of freedom for individual workers to define and encourage new forms of provision. Support of professional workers in such roles is crucial so that they do not work in isolation.

2. Professional Purposes

Social/Entertainment. This term refers to the professional workers' concerns to facilitate the development of the social life of a neighbourhood and of particular groups by encouraging the use of facilities as a social focus and meeting place where people may make friends, relax and enjoy themselves in a supportive atmosphere. More organised forms of popular entertainment are seen to be a part of this provision.

Recreational. The professional workers are concerned to stimulate a sense of personal worth and self esteem in participants by encouraging their active choice of a range of leisure pursuits.

Recreation/Sporting. This concern centres on the involvement of participants in sporting and physical activities in which competition is not a major concern but in which enjoyment and health are of central concern.

Sporting. This form refers to involvement of individuals and groups in competitive sports and in training for them. In this approach the development of skills, high levels of performance and individual and team excellence are emphasised.

Community Development. While this term is clearly open to a range of interpretations, the concern to enable and encourage people in communities of various types to participate more fully in the process of decision making on issues which affect their lives is a central one.

Health. Health concerns do not simply imply an absence of mental or physical illness, but stress the development of an environment and lifestyles which encourage the improvement of health. In practice this may mean the provision of leisure opportunities which may assist people to relieve the frustrations and tensions of modern life by developing a range of healthy leisure pursuits.

Conservation. This professional concern involves the preservation of not only the natural and built environment but also the preservation of archives, works of art, literature and information. In the Countryside Ranger Service the meaning conservation is extended and developed by the use of the term Interpretation. This term refers to an enhancement of understanding and appreciation of the environment and it is argued that such approaches are of central significance in promoting active conservation and development of the environment. Interpretation also involves work of an educational nature, either informally or more formally with schools, groups and individual members of the public.

Education. Professional purposes of an educational nature involve the organisation of programmes and activities which are designed to create effective social, emotional, physical and/or intellectual learning and development with individuals and groups. Educational objectives involve the development of skills, abilities and understanding of fields of knowledge and activity as far as the educator and the individual or group decide or are able to go. Fields of knowledge may be both subject and Issue Based and both may be jointly created with participants. In issue based education, professionals and participants construct learning programmes from concerns, issues andinterests that they consider important and significant in their own lives.

Issue based education frequently necessitates the adoption of interdisciplinary approaches in which diverse areas of knowledge are brought together to facilitate analysis and understanding of complex issues. All educational purposes may involve structured, semi-structured, more formal and more informal learning methodologies and flexible movement between these as appropriate to the nature of the subject or issue, and to the needs of participants.

3. Organisational Structures

In referring to the overall organisational structures of the Regional Community Education Services, Youth and Community Services and Leisure and Recreation Services that existed at the onset of the study and to the organisation of District Leisure and Recreation Departments we have employed a variety of terms to characterise similarities and differences in patterns of organisation. These are more fully defined in the text as they apply at Regional or District level and here we seek to indicate the broad distinctions made by these terms.

Comprehensive/Integrated. We employ these terms to refer to organisational structures which have incorporated community education and recreational functions at regional level, or to structures which have incorporated previously disparate leisure and recreational functions into more composite departments at district level

Separate/Dual. At regional level this refers to community education and leisure and recreation functions which existed separately and concurrently at the onset of the study, and to district level leisure and recreation functions which are split between separate departments.

Unintegrated. At regional level this refers to an absence of a Leisure and Recreation Service and the non-formation of a Community Education Service. At district level this refers to the continuation of separate leisure and recreation functions by separate services.

D. Qualifications and Limitations of the Study

The study was carried out over an eighteen month period from October 1981 to March 1983 with one full-time research associate and the two co-directors who are lecturers in the Department of Education, Edinburgh University. The original proposal was for a three year study with one full-time and one half-time research worker and was intended to cover more fully provision in Scotland. It was also intended to investigate the frequently neglected area of non-participation by various sectors of the community. However, the eventual project has been mainly restricted to a study of three Regions and to three Districts within those Regions, and time and resources have not been available to pursue significant issues involving non-participants. The Regions and Districts selected for detailed study were chosen principally on the basis of differing organisational structures and approaches and on the basis of examples of 'good' or innovatory practice in the fields of Community Education and Leisure and Recreation. Despite the limitation of the study to three Regions and Districts it is considered that the evidence, analyses and conclusions have implications more generally throughout Scotland. The fields of activity in CE and LR are complex and diverse, consequently we have attempted to strike a balance between issues which have general significance and issues which derive from a specific context. Both have been selected in terms of their significance in providing insight and understanding of developments and potential developments within CE and LR.

The first stage of the research was necessarily tentative since we wished to allow issues, dimensions and definitions to emerge from our interviews with professional staff and to avoid prejudging issues. The range and complexity of activities organised by LR services was such that we were unable to investigate each fully. In leisure and recreation we were concerned to study overall organisational structures which link historically separate areas of provision. We therefore largely restricted our studies of leisure and recreation to those areas which showed common concerns and interests with Community Education. Museums, Art Galleries, Libraries and District LR Arts Provision for example, although included in the study of organisational structure, were not selected for in-depth study since it was considered that an adequate study of these significant areas could not be carried out with the existing resources, though clearly common concerns exist between these areas and community education.

The survey of participants gathered 826 responses which compares with our planned sample of 900 respondents: approximately 1060 questionnaires were issued and the sample constitutes a 76% rate of return. The sample was collected in the autumn and winter of 1982/83 and reflects participation in those seasons. While it constitutes an adequate sample for tests of significance, it clearly must be considered to be indicative of trends in participation rather than definitive.

E. Chapter Outline

Chapter 2, State and Community: Changing Relationships and Traditions in Adult Education, Youth/Community Provision and Leisure and Recreation, examines the historical background in these previously separate fields of work. This chapter is not intended simply to provide a brief historical description, but is intended to provide a fuller conceptual and historical analysis. This is in our view necessary for an understanding of the continuing influences of historical traditions on current practice and thinking in the fields of CE and L&R. Chapter 3, Methodology and Structure of the Report, provides the methodological framework, research techniques utilised, the rationale and criteria for the selection of areas for detailed study and a schedule of field work. This introductory chapter and the two subsequent ones described above form PART I of the research report.

PART II of the report, POLICIES, ORGANISATION AND PARTICIPATION, contains an overall view of developments in CE and L&R. Chapter 4, Policy and Organisation of CE and L&R in Fife, Tayside and Central Regions, provides a comparison of the organisational patterns and policies which have developed since local government reorganisation, examines mechanisms by which policy is formulated and identifies organisational structures which are associated with 'good' practice. Chapter 5, A Survey of Participants and Users of Leisure and Recreation and Community Education Facilities, Programmes and Centres, provides an analysis of the overall nature and patterns of participation in CE and L&R. This is based on a sample derived from selected programmes and centres in Fife, Tayside and Central Regions and Dunfermline, Dundee City and Stirling Districts.

PART III of the report, CASE STUDIES, presents a series of more detailed analyses of some of the constituent areas of work within CE and L&R. These areas for study were selected to meet two criteria: firstly that they represented, in the view of professional workers, an adequate sample of the range of activities and programmes in each region, each service and in the 3 districts studied, and secondly that they should include studies of innovatory or 'good' practice. Chapter 6, Community Centres, presents a profile of staff, centre issues and concerns, provides an analysis of the views of professional staff on the functions of centres and examines common patterns of programme provision. It develops an analysis of the recurrent issues and concerns which arise in the management of centres and in programme creation and development. Chapter 7, Adult Basic Education, provides a detailed study and comparison of organisation, approaches and provision in a developing field of work. Particular attention is paid to the issue of involving traditional non-participants in Adult Education and to examples of responsive and innovatory provision. Chapter 8, Informal Further/Adult Education, examines this area of provision and the effects on organisation, purposes and programmes of interpretations of the

Alexander Report in the three regions and of local government reorganisation. Chapter 9, Community Development: Two Approaches, compares the work of two teams of community education/youth and community professional staff with differing interpretations of community development. Issues of teamwork and specialisms arise in both cases. Chapter 10, A District Sports Centre and Swimming Pool, provides description and comment on the policy, objectives, management and programmes of two major district L&R facilities. Chapter 11, Sports Development, deals with the increasing involvement of local authorities in sports programmes and schemes and in the structures for sport which exist in local communities. The chapter considers regional and district sports development programmes in terms of organisation, management, policy making and issues concerning patterns of participation. Chapter 12, The Countryside Ranger Services, examines the views of professional staff on the functions of the service; the issues of interpretation and conservation are considered and the location of Countryside Ranger Services within local government is described. In addition, the chapter includes two case studies of district L&R provision which are both unusual and of interest. (Duntrune Demonstration Garden and Camperdown Wild Life Park). Chapter 13, Arts Development in Fife and Tayside, presents an analysis of objectives and developments in local government support and provision of the Arts. The chapter is directed towards the role of regional provision, its organisation, objectives and programmes and does not attempt to comprehensively include the substantial part played by District Councils.

PART IV, is the final Chapter 14, Conclusions and Implications, and is intended to provide a summary and analysis of the major findings of the research which is designed to serve as a basis for constructive discussion amongst professional staff at all levels in both services. It is hoped that discussion may centre upon organisation, policy, priorities, participation and the creation of developmental structures. These issues are also considered in the light of their implications for the education and training of professional staff.

CHAPTER 2

State and Community: Changing Relationships and Traditions in Adult Education, Youth/Community Provision and Leisure and Recreation

In 1975 The Alexander Committee recommended that "adult education should be regarded as an aspect of community education and should, with the youth and community service, be incorporated into a community education service" (Alexander Committee, 1975: 35 para. 94). Over the succeeding eight years the majority of Scottish regional authorities have adopted the nomenclature of community education. However, as this chapter and later ones demonstrate, whilst organisational structures among the different regions vary considerably, and although several impressive field developments have already begun to take place, there are striking elements of continuity amongst the changes which have occurred.

It is common for Reports of this kind to include a historical chapter as background, which often can be skipped in search of juicier material related to field research findings. However, we have tried to do more than provide the normal summary of miscellaneous historical odds and ends. For one thing the absence of any serious attempt to analyze the development of the various elements which make up the present community education services, to examine the inadequacies as well as the achievements of past policies, is reflected in the nature of current community education practice. For another we have increasingly found ourselves forced to turn back to documents and events which now frequently appear to be regarded by practitioners as "of the past" and "not worth worrying about", in trying to explain why things currently happen to be as they are. What follows is not a comprehensive account in any absolute sense. However, it does try to take a broad view of the various elements which have been incorporated in the community education service: something which notably the Alexander Committee did not attempt. The period following the outbreak of the Second World War has been chosen as the focus for attention, although the services with which we are concerned have much longer histories. There are several reasons for this choice. Chiefly these are that local authority youth provision did not properly begin to develop until after the outbreak of the war. From the point of view of Adult Education in Scotland the period following the 1945 and 1946 Education Acts has seen important changes in the service's clientele and in the functions which it is understood to perform. We have chosen to conclude this chapter in 1975, since the remainder of the Report is concerned with developments after the reorganisation of local government. However at appropriate points the limits of our periodization have been flexibly interpreted. There are several basic questions round which the following account is organised, which can be summarily listed in this way. We have distinguished three elements which are the basis of current community education provision - represented by the separate traditions of adult education and youth service, and a tradition of state funded community work, parts of which merged with the youth service in Scotland during the early 60's. In relation to these three traditions we have attempted to show the changing perceptions of goals and functions since the Second World War; the main ways in which such goals have been implemented, which has led to questions about resources, organisational patterns as well as the techniques and strategies employed by staff; and significant issues and problems which have been raised by developments over the period under discussion. After two sets of comments on significant general shifts within Further Education and Youth Provision since 1945, we look at the 'tradition' of Youth Work. Next we examine the tradition of state funded community development work, and at the growth of the Adult Education Service. Next there is a brief historical outline of the changing functions of Leisure and Recreation. A final summary of issues relates to each of the four main sections of the chapter.

General Shifts in Further Education and Youth Policy

First, the period since the war has seen a progressive differentiation in the elements which at one time were held to constitute the interlocking links of Further Education. The Report of the Advisory Council on Education in Scotland, published under the auspices of the S.E.D., (Cmnd. 8454) saw primary, seconday and further education as "stages in the education of the whole man and not as three different types of education ... the purpose of further education is the same as that of education generally, namely 'to foster the full and harmonious development of the individual'" (pp 25-26). The Report subdivided Further Education into three basic components:- Technical, Cultural (including the classes and courses held under the Adult Education Regulations) and Social/Recreational (covering the wide field which includes the Youth Service, Community Centres and organisations such as the Central Council of Physical Recreation). However, the distinction between Technical and Cultural Education was believed to be "largely unreal".

> "There can be no adequate technical education which is not liberal
> and no liberal education which is not technical: that is no

> education which does not impart both technique and intellectual vision". (FE Report, p. 33, quoted from A.N. Whitehead, The Aims of Education.)

Nevertheless in subsequent years, with the centralisation of vocational provision in the FE Colleges, the organisational arrangements for vocational and non-vocational further education have become progressively differentiated. The remaining (in some areas non-existent) provision for non-vocational adult education has continued to be organised on the basis of evening attendance at secondary schools. On the other hand there has also been a progressive elaboration of the arrangements for social and recreational local authority provision with the appointment of substantial numbers of professional staff and the establishment of premises for the Youth and Community Service. Youth and 'non-vocational' adult provision have eventually in many areas been brought together to form the present Community Education Service. In this way the previously independent elements of the non-vocational sector have been consolidated in a single service separated from the vocational sector in physical terms and from 'vocational' priorities and considerations.

Secondly, there has been a fundamental shift in the area of state provision for young people during the 1970's which has no parallel on the adult education side. As we shall see, the youth service was originally envisaged as the "fourth arm" of education (alongside primary, secondary, vocational and non-vocational further education) and integrated within the national educational structure, providing informal opportunities for social education amongst young workers who were not taking advantage of the social as well as academic benefits of higher education. The partial consensus of the 60's on the aims and benefits of schooling has been shattered. The rise of an independent bureaucracy (the Manpower Services Commission) with the task of achieving a new consensus around the preparation of young people for work, with the weight of influential political groups and substantial resources behind it, has had fundamental implications for Further Education in a broad sense. It has had particularly significant implications for the large number of agencies, statutory and voluntary, currently involved in youth provision, and who have been consulted little in the arrangements for successive waves of 'Manpower Service' intervention.

1. The Youth Service Tradition

During the period since the Second World War local authority provision in Scotland has passed two major watersheds. The first occurred during the early 60's, in the wake of the Albemarle Report on the Youth Service in England and Wales

(1960), which also gave a boost to youth provision in Scotland. The second occurred in the wake of local government reorganisation and the recommendations of the Alexander Committee. It is significant that both the periods of development which occurred after these watersheds did so in an 'incidental' way, since neither the Alexander not the Albemarle Reports were primarily concerned with the Youth Service in Scotland. Prior to the Second World War the main 'providers' in the youth field were voluntary organisations. Voluntary workers estimated at between 125,000 and 140,000 in England and Wales, outnumbered the 120 or so full-time paid youth leaders by over 1000 to 1, during the 1930's. Between the First and Second World Wars there was some sporadic involvement in youth provision by local authorities, but it was generally as a result of central government initiative and was usually poorly funded. One source of increasing concern for central government was the absence of youth provision in areas of 'great social need' and during the 30's efforts were made to inject funds into voluntary organisations specifically for such work. The 30's also saw increasing official concern with raising public levels of fitness. Junior Transfer Centres were established which took boys mainly from working class neighbourhoods for intensive periods of physical training. In 1937 a Physical Training and Recreation Act was passed which aimed to encourage local authority and voluntary initiatives in this field, although theimpact on deprived areas appears to have been limited. Local Area Fitness Councils were to be established and local authorities were to be permitted to establish centres for "athletic, social or education objectives" with regard to young people. However central concerns of official policy in the period immediately before the Second World War were to do with physical fitness, particularly in working class areas.

Three months after the outbreak of war in 1939 the Scottish Education Department issued the first of a series of circulars to local authorities urging them to expand their youth provision. According to the FE Report, quoted already above:-

> "Memories of the increase in juvenile delinquency during the First World War drove the Government to take early action to prevent a recurrence. It was felt that one of the best methods of preventing juvenile crime was to canalize youthful energies into recreation and useful activities". (p.12)

A survey in 1940 showed that around 55% of the 360,000 14-18 year olds in Scotland had no contact with any form of further education or any youth organisation. In 1941 came the compulsory registration of all 16-18 year olds (male and female) at local Ministry of Labour Offices "to enable local authorities to make contact with all young people of the ages concerned and to encourage them to find the best way of fitting themselves to do their duty as citizens". An SED Circular of 1942 recommended specifically that local authorities should assume responsibility for the development of a Youth Service.

Despite the claims of a Junior Education Minister, in relation to similar developments south of the border, that the concern was with "the positive all-round development of 3 million British youths, mostly young workers between the ages of 14 and 21" the stigma of control and regulation, at an early stage, attached itself to emerging local authority youth provision. Several subsequent Reports have underlined this aspect in their descriptions of public attitudes towards youth provision (e.g. Report of the Youth Service Development Council, 1969, and Jephcott Report, 1967). The Youth Service Development Council, for example, asserted that the most common view of the Youth Service saw it as custodial, socialising, moralising and reformative.

It is clear that 'official' interest in the Youth Service was very frequently a response to perceived crises amongst sections of the teenage population. State involvement in youth provision has had a 'cyclical pattern', whose main 'peaks' have occurred during the periods of the First and Second World Wars, the late 50's and early 60's (the era of the 'teddy boys') and during the current period of deepening unemployment (from c. 1978). However, the custodial. socialising aspects of state intervention in youth provision have to be seen in more than one dimension and within the context of a number of converging issues in public attitudes towards 'youth'. We have already referred above to the physical fitness movement which was growing in the decade prior to the outbreak of the Second World War. There was the older tradition of Youth Welfare in which uniformed and non-uniformed voluntary organisations played a crucial role, but which also impinged on local Authorities in Scotland after the 1929 Local Government (Scotland) Act, which initiated the "Welfare of Youth Sub-committees". We have noted the concern in this respect with provision for young people in deprived areas. Young people's recreation had long been a focus of concern for youth 'providers'. But the "problem of leisure" achieved, as we shall see, several new dimensions in the period after the Second World War, particularly in the 60's era of "Butskellism" (cf. below).

In this respect it is interesting to note the 1952 FE Report's remarks on the relationship between the youth service, further education and community provision by local authorities in the aftermath of the war and on the changing character of further education in general. The Report notes that, following the passage of the 1945 Education (Scotland) Act, "there arose the question of the integration of the youth service into further education, which by definition included recreation and social and physical training" (p. 14, para 32). Meantime there was a widening concern not merely with adolescent leisure but also with provision for adult recreation. An SED Circular (No. 56) of 1946 drew attention to the duties of local authorities to provide facilities for recreation, social and physical training, and suggested community surveys to establish "needs and possibilities" in different areas. The Report also asserted that whereas further education had in earlier periods been concerned with repairing the deficiencies of day school education (remedial function) or, later, with technical preparation, there was a "new" (and by implication, dominant) "concern about the right use of leisure". (p. 15).

However, the precise nature of the relationship in organisational terms, between the Youth Service and the other branches of education, including further education, was not clarified. Integration between these developing sectors remained, in most areas, an ideal rather than a reality. The relative functions of school provision and non-formal youth provision have continued, over succeeding years to raise problems which have not been satisfactorily resolved. In the period after Albemarle "Social Education" became something of a rallying cry, but in looking over their shoulders at the inadequacies of schooling, youth workers have tended to be clearer about what social education was not than about the distinctive goals and functions which it serves. However, this is to raise issues which are more appropriately discussed later on. Before embarking on more complex questions of function it is convenient at this stage to review briefly the organisational changes which have characterised youth service development in the period since the war.

Organisation of the Youth Service in Scotland from 1939

The period leading up to the publication of the Albemarle Report in 1960 can be split in half. The first decade, from 1939 in Scotland, saw the reluctant appointment of a handful of full-time youth organisers and officers, after a series of SED Circulars urged local authorities to assume more responsibilities for direct provision for youth in their areas. Aberdeen was the first to appoint a "Youth Organiser". Fife and Ayrshire followed. Grace McWhirter was appointed to Stirling County in 1942, and over 30 years later provided a valuable series of articles on the early years of local authority youth services in the Scottish Journal of Youth and Community Work (January-October, 1975, February-May, 1976).

After the compulsory registration of 16-18 year olds in 1941, the main concern was with "unattached" teenagers. S.E.D. Circular 177 (1940) called attention to the need to introduce young people to constructive leisure time activities and interests, to a knowledge of the "principles of sound living", to an understanding of practical good citizenship, to an awareness of their opportunities and responsibilities, and to the need for them to be able to make objective judgements. The last State provided refuge and support of young workers in their transition from adolescence to adulthood, the Youth Service was firmly entrusted with the task of ensuring their growth into the good and morally upright citizens of the future. Beside such a task the realities of their lives, their experiences of education and of work, the circumstances of their childhoods were of secondary importance.

Each authority was encouraged to set up Advisory Youth Councils, but the backbone of provision towards the end of the war and in the years after, were the local youth panels. These represented an intermediate form of provision between the earlier structures dominated by voluntary agencies, indirectly supported by local authorities and the later increasingly state dominated structures after 1960. The Youth Panels contained representatives from local voluntary organisations, school management committees and local communities. There were 10 panels in Stirling County. The County Youth Organiser acted as a second line support, 'resource agent' and coordinator. To the members of the panels fell the main task of establishing youth clubs in each locality, raising funds, interviewing school leavers and encouraging them to join the clubs, recruiting youth leaders and organising club programmes. Most clubs appear to have operated in primary schools, since high schools were used in the evenings for Continuation Classes. Apart from occasional camps, outings or special events of other kinds, according to McWhirter, club evenings generally began with crafts, hobbies, organised physical activities and sports and were usually followed, in the latter part of each club night, with "social activities" organised by club members.

By 1950 there were approximately 30 full-time youth leaders and organisers, in local authority posts in Scotland. This figure remained constant throughout the following decade when the expansion of the service ceased. After 1959 voluntary organisations were asked to take a 10% cut in grant aid. There was a general decline in numbers involved in training (part and full-time staff) and in funding both in Scotland and south of the border. The Scottish Youth Leadership Training Association set up in 1941 became the Scottish Leadership Training Association in 1948 but during the 50's its activities appear to have declined along with the general contraction of youth provision.

In 1957, a youth service conference at Bridge of Allan expressed its concern to SED about the state of the Youth Service in Scotland. In 1959 the Scottish Consultative Council on the Youth Service in Scotland was set up to coordinate the efforts of statutory and voluntary organisations and promote the development of the Youth Service.

Although in 1960 there were still approximately 30 full-time youth officers in Scottish local authorities, by 1964 this number had doubled. By 1970 it had increased six times to 196. By this date there were also 4,502 part-time leaders and 546 unpaid leaders, according to one source. (SED Statistics, 1970).

The following table gives an impression of the distribution of staff and approximate total membership for the same year between voluntary youth organisations and Education Authorities:-

Table 2.1 Statutory and Voluntary Youth Organisations: Facilities, Membership, Staff (1970)

			Staff		
	Centres, Clubs, Units	Approx. Membership	FT	PT	Unpaid
Voluntary Youth Organisation	12,496	457,711	282	819	43,406
Local Education Authorities	813*	81,961	196	4,502	546

* Add 278 community, youth, other centre owned, controlled by LEA - no staff figures available.

Add 2,774 schools, other part-time premises

Facilities were also rapidly improved and increased as more funds became available in the aftermath of Albemarle. Another SED Report of the late 60's recorded increases in the numbers of purpose-built youth and community centres, as well as programmes to adapt and convert existing premises for use by community groups - games halls, swimming pools and schools wings. Precise figures, however, were not given.

During the 60's training for YC work derived a new impetus from the involvement of Colleges of Education. Moray House started its two-year diploma in 1963, and Jordanhill joined the field two years later. These developments reflected a trend which became more marked in the 70's south of the border for colleges to inaugurate 2-year Y.C. courses. In addition the Bessey Report (1962) advocated the setting up of Area Training Committees that would offer unified training programmes to all part-time workers employed in the statutory and voluntary sectors. South of the border this joint approach has proved an "abysmal failure" (Ewen, 1975: 10). In Scotland however regional Training Associations were established, and appear to have had more, albeit limited, success. For example, the Dundee and Eastern Leadership Training Association was inaugurated in 1962 by staff of Dundee College of Education, the County Education Authority and local voluntary youth organisations.*

The rapidly expanding pattern of provision which occurred from the early 60's was in strong contrast to pre-war patterns of provision and in the years before Albemarle. As we have seen, increasingly large numbers of full-time staff were appointed to newly created local authority YC posts, and premises were established which many of these new workers came to occupy. In addition, particularly after the publication of Community of Interests (1968) the organisation of field staff began to take on more elaborate patterns in several areas. For example, Fife Education Committee set up a Working Party in 1969 to examine the recommendations of Community of Interests and their implications for the County. The appointment of several area organisers at an intermediate level between senior management and field staff followed during the early 70's.

However, patterns of organisation and policies varied considerably among Scottish local authorities, as they did south of the border. In the three sub-regional areas studied by this project (i.e. the Districts of Dundee, Stirling and West Fife Y.C. area) some indication of the variety before local government reorganisation is possible. By the mid 70's Dundee Corporation had established purpose-built community centres in many of the city's peripheral housing estates. There were in addition plans for school wings, a residential conference centre and an adult centre. The Dundee "forts", as these purpose-built centres are sometimes known, represented a policy direction quite different from that followed in other parts of Tayside where school wings were favoured as opposed to 'independent' community premises. Fife in general and West Fife in particular was remarkable for the vigour of its voluntary youth movements and the social provision connected with the mining industry. Stirling County had only one full-time Youth Organiser between 1951 and 1966, when one assistant was appointed. Provision here was on a much smaller scale from that which developed in West Fife and Dundee. The first purpose-built youth facility was begun at Fallin in 1963.

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* Note: - The three main areas of work of the Association and the one which has recently (1962) replaced it (Eastern Region Training Association), have been as follows: Common Element General Leadership Training in basic YC principles and practice which is certified and may enhance the pay of staff who undertake it; Tutor Training for full-time and part-time staff in youth work; and Activity Leadership Skills, involving short workshops and instruction in teaching skills.

Two Reports: Albemarle and Community of Interests

a) The Albemarle Report (1960)

From an organisational point of view the Report of the Committee appointed by the Minister of Education (1960) under the "chairmanship" of the Countess of Albemarle was a watershed for the Youth Service in England and Wales, as well as for Scotland (to whom, we should remember, its recommendations did not directly apply). However, the Report did not merely set out to provide a development plan for a re-invigorated Youth Service. On its first page it noted the "acute depression" of the Youth Service. ("We have been told time and time again that the Youth Service is 'dying on its feet' or 'out on a limb'. Indeed it has more than once been suggested to us that the appointment of our own Committee was either 'a piece of whitewashing' or an attempt to find grounds for 'killing the Service".) A further principle intention was, in recognition that "a properly nourished Youth Service is profoundly worthwhile", to establish the main justification and aims of the Service.

This was a 'magnum opus'. It was also a rushed job. The Committee met on a total of 30 days and the Report was completed within twelve months. There was little research involved. As was freely admitted: "We have ... been meeting in conditions of quite unusual urgency and with a sense of working against time. As a result we have not undertaken any large-scale research projects in what is a very wide field." The main recommendations were accepted on the day of their publication by the Minister of Education, and there was little public, professional or parliamentary debate. (Jeffs, 1979: 43). Amongst staff in the various branches of the Youth Service, given the years of uncertainty and frustration, there was a sigh of relief.

A good deal has been made of the organisational and financial implications of the Albemarle Report in succeeding years. However, as several commentators have remarked, it "remains the most convenient and certainly the most reliable guide to the 'official' ideology and values of the service". (Eggleston, 1976: 63).

The factors which emerge as pre-eminent reasons for the urgency of the Committee's deliberations concerned the ending of national service, which, it estimated, would bring 200,000 young men aged between 18-20 into civilian life, requiring new "opportunities for challenge and adventure suitable to their age and needs"; the bulge in the total number of young people between 15-20, for which emergency measures were required in the Youth Service and in Education in general. The third factor of pre-eminent importance was the problem of delinquency.

The Report spoke of a "crime wave" amongst young people, a "new climate of crime and delinquency" unrelated to economic conditions. Instead "we can no longer look to the old economic causes for crime, we must search for new ones, or for personal or social ones which override the declining economic factors." (para 67). The Committee did not feel it could "point with any certainty to any one particular cause or combination of causes." (para 67). Despite disclaimers (e.g. "we do not think it is easy or wise to speak glibly of a delinquent younger generation..") the general impression conveyed is of a rapidly changing, uncertain world, a society affected by moral and spiritual malaise at its core, in which young people were perceived to be trying to find their direction without many "customary signposts", subject to uncontrollable forces (e.g. of advertising), increasingly alienated and delinquent.*

The Albemarle Committee chose not to examine the orthodoxies which it transmitted. It conducted no independent research into the situation and needs of youth at the beginning of the 60's. If it had its Report might have reflected a more balanced view of teenage life. As it was the Albemarle concept of 'youth' was of a relatively homogeneous group with a new spending power at its disposal. The Committee's aim was to promote individual and social development of members of this population group. But its urgency was drawn from the moral decline, the social unrest and delinquency which the Committee perceived to be occurring in the absence of effective structures of youth provision.

Several kinds of problem were raised, however, by these assumptions about 'youth' as a relatively homogeneous, increasingly classless sector of the population for whom provision was to be separately planned and provided. The difficulty lay in the need to explain the rising wave of crime and evidence of alienation and delinquency amongst young people given the belief that the most serious poverty in Britain was in the process of elimination by the Welfare State. For the Albemarle Committee, significantly, it was no longer possible to "look to the old economic causes for crime". Instead it was necessary to search for "new ones or for personal or social ones which override the declining economic factors". Following the official 'rediscovery'of poverty in the 60's and with the current recognition of wide-spread disadvantage for example amongst ethnic minorities, there is no question that the committee was wrong so summarily to dismiss the "old economic causes for crime".

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* In subsequent years many of the most extreme mythologies which in the late 50's and 60's, adhered to the concept of 'teenage culture' have been chipped away. We should note in passing that the statistics used by the Albemarle Committee to substantiate the belief in a "crime wave amongst the young" are open to question. One alternative analysis has shown that between 1945 and 1958 the percentage of males aged 16 and convicted of indictable offences increased by only 0.4%, whilst among females of the same age group the growth was around 0.22% during this period. (Jeffs, 1979: 41).

There can be little doubt that for the Albemarle Committee, the 'youth problem' was essentially a working-class phenomenon, but that, given the assumptions of the time about the declining significance of class as a social entity, as Jeffs points out, "it tended not to discuss the 'problem' in those terms". What then were the solutions envisaged by the Committee, to the problems outlined in its earlier chapters? The irony is that despite its assertion (para 69) that the Youth Service was not to be "expected to deal with causes of delinquency" the general impression conveyed by subsequent pages is that, it could do just that. For example, the "Youth Service can do much to make the appeal of the good society stronger than the dynamic of wickedness". The catch was that whilst such assertions sounded well, they provided criteria on which the success of the Service was to be judged but upon which it could have little, if any, direct influence.

However, whilst delinquency and rising crime rates were major considerations for the Albemarle Committee, they were by no means the only ones. The Youth Service was seen as a kind of counterpart to the social provision available to the more academically inclined youngsters who entered higher education. Its main justification was viewed primarily in terms of social and pastoral provision for the "less intellectual", those who had left school at the age of 15.

The key functions of the Service for the future were defined as - Association, Training and Challenge. The Service was first to provide places for association to enable young people to "maintain and develop ... their sense of fellowship, of mutual respect and tolerance". Secondly, it was to provide specific educational and training opportunities to enable young people to develop capacities for making sound judgements. Thirdly, it was to provide challenging opportunities for adolescents to develop interests, individually or in groups, which they felt "to be deeply worthwhile beyond pleasure or personal reward", and to respect "forms of pre-eminence in fields other than the academic".

The Concept of Social Education

The concept of "social education" which has since come to be seen by many YC and CE workers as expressing their central function, was for the first time given a measure of shape and definition, "to encourage young people to come together into groups of their own choosing is the fundamental task of the Service" (para 184). The social needs of young people were defined as prior to their needs for training and formal instruction. It was compared to the corporate life of those pursuing formal education in schools, technical colleges and universities. Three components were seen as essential; the opportunity to develop commitment along with loyalty and respect which were linked to a "sense of purpose"; the opportunity for informal counselling and advice concerning problems connected with morality, sex and work; the opportunity for decisions by young people themselves about what activities to be involved in ("self-determination").

It is well to remember the age group for whom this provision was intended. The Committee noted that the raising of the school leaving age to 15 had produced an automatic adjustment of the Youth Service range of 15-20, but felt there was every reason to welcome grammar and technical school boys and girls in the organisations and clubs promoted by the Service. Nevertheless the "pattern of the Youth Service" was to remain basically unchanged. "It will remain what it was always intended to be, a Service primarily to help young people who are out in a world which lacks the wealth of community provision and the personal contacts of the school" (para 152. p. 43). The problem was that as the 60's progressed, provision under the banner of "social and recreational education" did little to reverse the downward trend of youth club affiliation rates among 16+ age groups. An increasingly important problem for youth workers has been that the Service tended to attract younger teenagers rather than those older groups for whom provision was originally intended.

The following specific points seem appropriate in relation to "social education":-

1. From Albemarle onwards "social education" has been explicitly about fields other than the 'academic'. It has been seen as a rallying point for those who would challenge the impositions of academics and the values of academia. Officially it has been seen as complementary to school and work, although unofficially workers have frequently defined their orientation in opposition to the values in evidence both at school and 'at work'. From this standpoint social education is defined by reference to what it is not. It is not about

teaching in the sense in which this is understood in schools. It attempts to avoid the authoritarianism in conventional teacher-student relationships and the formal styles and circumstances through which traditional education has been mediated. In these senses social education embodies an essentially negative thrust.

2. However social education also implies a more positive element. Where schools were biased towards cognitive areas of work and rewarded intellectual achievement, social educators have tended to emphasise their concern with emotional and social development. Where experiences of work were narrow and constrained social education has underlined the need for young workers to gain access to wider opportunities for personal development. There seems to have been a certain amount of naivete about the real circumstances in which such a concept of social education was to be implemented. For example, 'counselling' young workers and teenagers on their personal and social problems has been a much touted element in this interpretation of social education. Yet frequently little thought appears to have been given to the need for particular skills in this respect or to the specific institutional resources required, so that 'counselling' has often been ad hoc and ineffective.

3. Social educators appear to have fallen into the same trap as the school teachers whom they have frequently criticized. By defining their objectives in terms of the other side of the developmental coin - social and emotional rather than intellectual, leisure based "informal" and recreation oriented rather than "educational" - social educators have reinforced various fashionable forms of compartmentalization; dichotomizing work and leisure, education and social education, intellectual/cognitive and social/emotional, vocational and non-vocational. In so doing in fact they have deprived themselves of the possibilities of really innovative alternatives to the other social institutions which, very frequently, they rightly criticize.

4. Social education tends to be about goals which are necessarily long-term and is correspondingly weak in the area of short and medium-term objectives. This problem concerns the criteria by which effectiveness is to be evaluated. The danger is that where goals are necessarily long-term, where resources are limited, where public and professional demands are numerous and often conflicting, where administrative responsibilities make constant demands on workers time, the purposive links between routine taks and long-term goals may become unclear and in the end be lost.

5. Our last point concerns the 'problem of consensus', which has been mentioned already. The Albemarle Committee considered that a major constituent of the

youth 'problem' was one of communication, particularly between adults and young people. The notion of bad communication tends to imply that technical faults can be corrected by an adjustment or reorganisation of a communications system. It sets aside the need to look at the content of the messages passing through the system and overlooks the possibility that different values and principles may be in competition. Albemarle did not discuss the approaches of different organisations towards youth work. Nor did it question the "strong ethical feelings" which had motivated the pioneering voluntary organisations, to whose efforts it paid tribute.

From the total of forty-four final recommendations the Committee selected its major priorities.

1. A ten-year development programme for the Youth Service, divided into two stages of five years each. For this period an Advisory Committee to be set up, called the Youth Service Development Council.
2. Arrangements for the emergency and long-term training of professional leaders.
3. The appointment of a negotiating committee for salaries and conditions of service.
4. Material improvements planned and phased in every sector of the Youth Service field, including a generous and imaginative building programme and grant aid to voluntary bodies, particularly for the purposes of pioneering work.

Nevertheless, as Jeffs has argued, the Albemarle Report was, given the newly formed commitment of the Government towards youth work in the early 60's, in many ways a lost opportunity. It gave fleeting attention to such issues as the relative functions and uses of purpose-built premises vis a' vis school based provision; the training and recruitment of voluntary and part-time workers; the orientation of existing provision towards young males; the relationships among statutory and voluntary agencies in the youth field and between the different elements of this field and the wider one of welfare provision and formal education. Given the wide varieties in kinds and volumes of provision in different areas there might also have been some consideration of an appropriate legislative framework for the Service.

The Report was in essence a consensus document which encouraged staff in voluntary and statutory agencies to continue much as before, only at a greater intensity.

b) Community of Interests (1968)

The Report of the Standing Consultative Council on Youth and Community Service is of some interest in the context of our discussion of the Youth Service tradition primarily because, apart from the 1952 FE Report; it represents the only official document since the war to have concerned itself directly with the nature and organisation of the Youth/Youth and Community Service in Scotland as a whole.

"Community of Interests" is a much less ambitious document in many ways than the Albemarle Report. Its remit was "to promote, within the sphere of informal further education, further development of the youth and community services, and to foster cooperation among the statutory authorities and voluntary organisations concerned". The 'basis' of the Report was the belief that the Youth Service could not be defined merely in terms of voluntary and statutory youth organisations but related to activities increasingly appearing in schools, FE Colleges, community centres and sports organisations.

Although the Albemarle Committee did consider it important for the Youth Service to welcome young people of both sexes from grammar and technical schools its prime concern was with school leavers and, as has been indicated, it contains little information on the respective merits of, or on the desired relationships between, school based provision and that made in freestanding premises. Community of Interests, amongst the various organisations with which it was concerned, devoted particular consideration to the possibilities of closer ties between YC workers and school teachers. School premises, it believed, should be more open to members of the community.

In addition whereas the Albemarle Report was concerned with leisure as the context within which opportunities for Social Education were necessarily provided, Community of Interests was more centrally concerned with "leisure provision". The difference between the two Reports was one of emphasis and degree but it was nevertheless important. Thus in its introductory summary of findings the Council spoke of its proposal for "a comprehensive service of leisure opportunities in which the schools and the Youth Service would co-operate". (p.8).

In this respect the chapter on "The Youth Service and Changes in Secondary Education" (chapter 6) was particularly important. The Council noted that leisure occupation, social education, guidance and pastoral care, were increasingly playing a part in secondary education. However, it was of the opinion that schools could not provide for all the needs of young people. To leave these additional areas of provision to the schools would be too much to ask of teachers, would limit the choice of young people and would diminish their opportunities to make contact with caring adults and develop 'mutual understanding', which the Youth and Community Service was uniquely equipped to provide.

Diversity was held to be a cardinal virtue of youth provision. "The wider the degree of purpose as well as the choice of activities found among its constituent groups the more likely it is to be a comprehensive service for youth ... Indeed we recommend that the Youth Service should reveal a spectrum of aims and obligations among its member organisations". (p.35).

In particular the Council urged closer links between the schools and the Youth Service, although the latter was to keep the needs of school leavers to the forefront. Arguments were put forward for the fullest possible use of all premises in which social and recreational activities could take place. In relation to the issue of area management and coordination, the Council proposed that Area Associations should be set up in different localities within each local authority area, with individual 'ordinary' members as well as representatives of statutory and voluntary organisations involved in local leisure provision. Such Associations were to assess local needs, coordinate leisure opportunities and oversee the management of community centres. Local authorities were encouraged to appoint Area Organisers with wide responsibilities, including advising and serving Area Associations.

As a result of Community of Interests, Area Organisers were appointed in a number of Scottish local authorities, although the Area Associations, which the Organisers were to advise, do not appear to have got off the ground. Fife County's "Community of Interests Working Party Report", for example, proposed the expansion of Youth Leader appointments to all secondary schools, the opening of educational premises to wider public use, as well as the appointment of 6 Area Youth and Community Organisers.

Community of Interests was an important attempt to draw together the activities of a variety of agencies at a local level in an effort to achieve more coordinated planning for the leisure needs of local neighbourhoods in different parts of Scotland. The Youth Service had been yoked with the Community Service from the early 60's. Now it was to be more closely linked with a range of other organisations operating in 'the community', and a special emphasis, as we have seen, was given to relationships with secondary education.

The implications of these proposals were far reaching. In the first place it was apparently assumed that the only or paramount function of the Scottish Youth and Community Service was to provide "leisure opportunities". The Report did use the term Social Education, but significantly this was mainly in relation to the less cognitive, non-academic, social and pastoral provision available to school pupils. Social Education had come to be seen as the flip-side of the cognitive coin. In the second place, the yoking of Youth and Community Work with schooling could not but have serious consequences for attempts to encourage older teenagers to make use of YC provision. Fundamental questions of method and function, and the relationships between the different functions of agencies of community provision, were not addressed, and staff were once more left to work out their own particular forms of local salvation.

During a period of relative plenty certainly, questions of purpose and function may not have seemed urgent. Diversity was seen as a good in itself. Expansion appeared to have momentum of its own. However, as the economic recession intensified after 1975 and as local authorities attempted to shift into a higher 'corporate management' gear after local government reorganisation, it was inevitable that principles of effectiveness and efficiency would be applied in a field where agencies appeared so frequently to overlap and duplicate each other's work.

Changing Values or Changing Contexts of Youth Work after 1960

A word should be added to indicate the trends in youth provision following the publication of the two Reports discussed above. Eggleston (1975: 27) distinguished what he called the period of "Buildings and Training" 1960-65, initiated by the Albemarle Report. This was followed by an "experimental phase" 1965-72, which saw the development of initiatives particularly with so-called "unattached" groups. A "Community phase" was inspired "somewhat diffusely" by the Report of the Youth Service Development Council (1969). Over the period from 1960-75 Eggleston also detected a shift away from "organisational centred" approaches towards "client-centred" ones. The latter were strongly localized, rooted in the needs of the local community and in the needs of the individual. The former were characterised as national or regional rather than local in form, "cosmopolitan" and "institutionalized" rather than "personalized".

There is some merit in the periodization which Eggleston adopted. However it must be added that attempts to analyze youth work in this way may obscure important elements of continuity by stressing the changing elements of provision. According to the Thompson Report (1982) the Youth 'Service' remains the assortment of agencies, statutory and voluntary, that it always was, each with its varying aims, cooperating infrequently with others. In practice much mainstream provision in the local authority sector, from the evidence of our research is essentially club and centre-based and this institutional base heavily influences the nature of provision as it has since the period of Albemarle.

In this Report, like many before it, we have stressed the diversity of organisations in CE and LR. This is reflected to some extent in the field of youth work. The broad patterns of provision by voluntary as well as statutory agencies is varied.

This point deserves some consideration. The question arises - what are the limits of diversity? Eggleston (1975: 196) in writing of the values of the Youth Service expressed in the aims of a sample of individual organisations made the following remarks:-

> "Our evidence here was drawn from a range of sources. Overall it suggests there has been very little change in the values that underlie the provision of the Youth Service; that the long-standing conformist and high status orientations prevail almost intact. Both statutory and voluntary organisations have remarkably similar sets of values. Though there is evidence of change and adaptability in all branches ... it is also clear that many of those changes serve to perpetuate rather than modify the basic values ... The important feature of the values of the organisations is that in general they are either imposed or, at least, taken as given".

Diversity may be an important element of democratic organisation, but we may well pause before taking its existence for granted, however amorphous youth organisations may at first appear. Furthermore 'diversity' may be, and frequently has been (cf for example, "Community of Interests") cited almost as a justification for failure to clarify purposes. The danger is that in assuming a commonality of aims where no real consensus exists, forward movement may be lost altogether and collaborative potential may be deminished.

On the other hand the diversity of agencies and power bases creates problems concerning the coordination and direction of development which were reflected for example in the response at various levels to the Milson-Fairbairn Report ("Youth and Community Work in the 70's"). In some respects this document, with its call for education for the Active Society and its attempts to link youth work with community development, was the counterpart in the youth field of the Russell and Alexander Reports in Adult Education. However Thompson's comment was that it "failed to carry conviction with the Government or to evoke a consistent response from the Youth Service" (Thompson, 1982: 6 para 1.12.) The concept of youth and community work embodied in the Milson-Fairbairn Report was rejected by the Government and soon after, the Youth Service Development Council which published it was abolished.

In stressing the continuities in youth provision rather than the changing contexts within which it has been made, the Thompson Report is a useful point at which to draw this overview to an end. Here the failure of the Youth Service "to achieve (its) full promise" is laid out. Thompson notes:-

1. The failure to work out a coherent and generally accepted theory of social education, or to put across its meaning and importance.
2. A patchy and incomplete response to newly emerging social needs. Absence of a balanced strategy.
3. Absence of proper evaluation and monitoring.
4. Failure to take relations with local community seriously.
5. Failure to maintain liaison with other providers of services cognate with the Youth Service.
6. Insufficient scope for young people to organise or share in the organisation of their own activities, or to be fully involved in the running of the Youth Service.

(Thompson 1982: 35-6).

The Report remarked on the "policy vacuum" of the 70's, difficulties consequent upon local government reorganisation, increasing financial stringency, the failure of the 1977 Youth Service Forum to give a sustained lead, growing youth unemployment, the growth of the Manpower Services Commission, and the failure of four separate attempts through Private Members' Bills during the 70's "to tackle the statutory basis of the Youth Service and make it more comprehensive and mandatory".

The Thompson Committee's response was symbolised by the replacement of Albemarle's 3 principles of Association, Training and Challenge with its own 5 A's: Association, Activities, Advice, Action (in the community) and Access (to vocational and life skills). Its concern with narrowing the potentially vast field of intervention for YC workers was symbolised in its return to the old title - the Youth Service in England. Its emphasis was unequivocally on the personal and individual opportunities for growth rather than the ambitious notions of community development which flourished during the 70's.

The Tradition of Community Work

To refer to the Tradition of Community Work is, however, probably even less appropriate than it is in the case of the Youth Service or Adult Education. For, as with the latter two services, we are dealing not with one tradition but with several, or, depending on the way one looks at it, with several movements working in different and frequently conflicting directions within the same tradition.

In community work there have been centripetal as well as centrifugal tendencies in operation. We will distinguish two important and rather different strands within the Tradition.

One 'movement' within the Community Work Tradition is that referred to by Community of Interests, as "Community Service". The 1945 Education (Scotland) Act opened the way for local authorities to assist a whole range of activities of numerous national and local adult organisations, which had previously fallen almost entirely within a sphere of voluntary effort. In discharging their duties under the Act authorities had given priority to organisations serving "general community needs", particularly community associations and centres. However, Community of Interests discerned older roots than these for the Community Service Movement. It was thought to have taken shape after the First World War when large numbers of families transferred from old urban centres to peripheral housing estates, where there was a need for social and recreational facilities. The history of the Movement included provision during the 30's to alleviate unemployment and pre-Second World War local authority activity derived not from education satutes but from Housing Acts and the Physical Training and Recreation Act of 1937. The economic climate after 1948 did not favour the growth of the Movement. However, during the 1960's there was a considerable volume of community centre building.

As far as Community of Interests was concerned, the prime functions of this movement were social and recreational.

There is, however, another strand of the Community Work Tradition, at least as old as the one referred to above, since it has been linked with an indigenous tradition of social reformative movements stretching back into the Nineteenth Century, including the Settlement Movement, the Charity Organisation Society, the Cooperative Movement and Trades Unions. This movement began to take on a new significance after the Second World War, although its period of greatest expansion took place in the late 60's and 70's. The roots of this post-war movement were not entirely indigenous owing some of its methods and ideas to colonial community development initiatives and to experiences of community organisation and action in the U.S. during the 60's. (For discussions of these important influences on modern community work in Britain cf. for example: P. Marris and M. Rein, 1972, and M. Mayo in Bailey and Brake, 1975.)

A number of proponents of community development in the U.K. have, in the period since the War, emphasised its informal educational context in contradistinction to those forms of community development which in their colonial context have become branded as 'cooptative": designed to encourage local initiative and so to expedite national policies at a local level. For some community developers in the U.K., such as Batten, however, emphasis has been placed on the need for individual and personal growth leading towards self direction and responsibility. The assumption has been that improvements in material conditions flow from changes in people's attitudes towards each other and not vice versa. Herein lies the importance of improving inter-personal relations and communication, between individuals and among community groups, theories which were crucial in the post-war liberal tradition of community organisation.

There are two ways in which this strand of the more recent history of community development work in the U.K. is important. It represented a conscious shift in mainstream community work thinking towards a position of non-judgmentalism towards clients combined with a view which held that basic social codes of attitudes and behaviour were valid. One commentator has seen this combination of beliefs as laying the groundwork for more radical forms of community work which were to emerge during the period of expansion in the late 60's and 70's (cf. P. Baldock, 1977). Secondly, it linked an essentially individualistic and 'inter-personal' view of community development work with informal educational effort. The importance of this fact lies in the nature and location of the expansion of community work after 1967.

In the decade after 1967 there was a rapid expansion of community work posts in Central Government projects as well as in local authorities in Britain. At local government level a substantial part of this expansion was connected with the professionalisation of social work and the growth of Social Services.

The main thrusts of this recent community development movement (which, as we have seen, spanned a number of statutory as well as voluntary agencies) might be characterised as follows. They were predominantly action-oriented, concerned with identifying and solving problems in local communities. Community development work in this period drew on a growing recognition following the official 'rediscovery' of poverty (encouraged by writers such as Harrington in the U.S.A. and Abel-Smith and Townsend in Britain), of the defects of the welfare state. A major concern was with the management and regulation of public services, especially in deprived areas. Such efforts were sometimes connected with parallel initiatives in education (e.g. E.P.A. work). Some of the workers involved for example in the Community Development Projects (CDP) saw their task in specifically educational terms, the movement appears to have been dominated in the main by welfare/planning considerations.

Two quotations may serve to illustrate these generalisations in relation to one of the most important of the national initiatives targetted at Britain's 'rediscovered' areas of deprivation: the Home Office's CDP, set up in 1969.

> The first comes from a Home Office press release, 16.7.69
>
> "This will be a neighbourhood based experiment aimed at finding new ways of meeting the needs of people living in areas of high social deprivation; by bringing together the work of all the social services under the leadership of a single project team and also by tapping resources of self-help and mutual help which may exist among the people in the neighbourhoods."

The second quotation links ideas which had begun to achieve a pre-eminent position in official thinking by the end of the 60's, concerning the nature of post-industrial society, its fundamental problems and the framework within which solutions might be found. The author, Derek Morrell, was the prime mover behind the CDP. This is part of his report on a meeting held at Coventry in 1969.

> "The whole project is aimed against fragmentation ... The starting point of the project is that ours is a fragmented, disintegrating society. But the project aims at evolutionary changes, not revolution. Depersonalisation is another problem. The technical juggernaut is taking over and we are no longer the masters. The most difficult step will be how to discover how to perform the crucial task of raising the people of Hillfields from a fatalistic dependence on 'the Council' to self-sufficiency and independence."

(Both quotations from CDP Inter-Project Editorial Team, 1977: 11-12).

CDP was a central government initiative designed to secure collaboration with local authorities in setting up projects, each with a five-year lifespan in twelve localities. (There was one Scottish project, at Paisley, Renfrewshire). These were essentially neighbourhood based experiments, directed at the 'deprived' whose beliefs and attitudes were considered a major cause of urban deprivation. The solution was seen in terms of local action to overcome apathy and promote self-help, whilst simultaneous locally-based research would help to change local and central government policy.

However, it is important to note that apart from the various central schemes of community provision, such as CDP, there has also been a continuing and broad-based thrust at local authority level. Broad-based because the community approach was not merely reflected in the appointment of sharply increasing numbers of community workers in social services departments in Britain as a whole during the 70's. Official interest in the 'community approach' was also reflected in local government changes including the establishment of neighbourhood/community councils which were statutorily provided in Scotland and Wales, although not in England. Community Councils, following the recommendations of the Skeffington Report (1963, People and Planning), were intended as the small-scale local components of the new, larger and 'rationalised' local authority bureaucracies which emerged from local government reorganisation. In addition, from an official point of view, the community approach was part of a broader movement stemming from a series of Reports in the late 60's and early 70's concerning the efficiencey and organisation of local government (cf. e.g. Maud, 1967; Mallaby, 1967; Seebohm, 1968; Skeffington, 1969; Radcliff-Maud, 1969; Bains, 1972; Paterson, 1973).

These broader trends and movements aside, the growth of community work appointments and the adoption of various 'community' oriented initiatives by local authorities, can be seen within the wider context of changing attitudes towards the functioning of the state at a local level. Cockburn, for example, has argued that the 'community approach' can be closely related to shifts towards corporate management principles in local government. Simultaneously with changes in internal organisational structures at the time of local government reorganisation she has argued that there was a trend to 'restructure' relationships between local government departments and the communities which they serviced. Using analogies drawn from cybernetics and 'systems theory' she pointed to the relationships between corporate management principles and changing attitudes towards business management from which the theory of corporate management was largely drawn. Her argument was that organisations like local authorities and businesses have to ensure a rich, varied and continuous flow of information between their environment and themselves. Where feedback is, slow or inadequate this is likely to affect the capacity of such organisations to respond to change as well as to implement their goals. The community approach helped to supply the mechanism which ensured such a flow of information. (cf. C. Cockburn, 1977: Chapter 4).

The significance of this argument is to be appreciated in the context of shifts during the 60's in prevalent orthodoxies about the role of the state. Certain notions concerning the functioning of a participatory democracy were being revived.

Class divisions were assumed to be of declining significance in analyzing social problems. The social process was seen as a tournament between different groups, competing and defending their own interests. One of the main tasks of government was then to ensure as far as possible the representation of different interests in a way which would be flexible enough to incorporate new interests as these became articulated.

Community development was then the particular focus of a new series of initiatives and experiments from the end of the 60's. It was not merely the province of a corps of newly appointed 'professionals' but was a target of various agencies of the state. However, the rapid expansion of professional community work appointments by local authorities, especially in social service departments, reflected what have been characterised as "welfare/planning" notions. Community workers and developers have tended to see education as incidental to their main functions which are defined variously according to broader political orientations (for example, in terms of action, securing better representation of minority views, improving the quality of community life and participation in planning).

The Adult Education Tradition

Non-vocational Adult Education, sometimes known in Scotland as Informal Further Education, has frequently been seen, along with Youth and Community provision, as the "cinderella" services of local authorities. Nevertheless three major Reports have attempted to clarify the importance of Adult Education within the context of British democracy, and to make recommendations which would ensure its continuation as a significant branch of state provision. The three Reports are: that of the Ministry of Reconstruction's Adult Education Committee (the "Smith Report" of 1919), that of the Russell Committee (for England and Wales, published in 1973) and that of the Alexander Committee (for Scotland, published in 1975).

As has already been pointed out, the period since the last war has seen the progressive differentiation and elaboration of structures for Adult Education and Youth/Community provision. This is not to suggest that developments in either of these services have been regular or evenly balanced. In youth and community work there was a spurt from the early 60's in most Scottish local authorities. Changes in adult education on the whole have not been characterised by such sudden advances.

The picture of adult education provision in Scotland is complicated, as is the picture of youth/community provision, by the existence of numerous 'non-statutory' and voluntary agencies which should be included in a comprehensive account of developments in adult education. But whereas in the field of youth and community since the war, voluntary provision has heavily outweighed statutory, in adult education, the balance has been reversed. In terms of resources and numbers of participants local authorities in Scotland and south of the border have held the ring.

At the time of the Education Acts of 1944-46, Adult Education, along with youth and community provision, were seen as part of the wide spectrum of Further Education, which spanned, at one pole, the clearly vocational and at another pole, personal, social, cultural and non-vocational activities. However, the division between vocational and non-vocational areas of provision have become entrenched. Of the three regions studied by this project, Fife has maintained very largely its traditional level of Informal Further Education. Central has reduced its provision to skeletal proportions. Tayside has altogether done away with adult education classes provided by the local authority, at subsidized rates.

It is clear that another crucial factor in the developments in the broad spectrum of F.E. since the war has been the issue of leisure. It appears that F.E. college provision is unequivocally about 'work', whereas all other branches of F.E. (not located in colleges) are about 'leisure'. They do not merely make provision in leisure time but increasingly have been seen to provide for leisure.

There has been another view of adult education however. On this view adult education is not a product of desultory reading and discussion in subjects labelled 'non-vocational'. Deliberate and systematic effort through a planned period of study are central to this definition. Its purposes have been seen in terms of personal development, but ultimately, whatever the incidental benefits of social or recreational pleasure at a personal and individual level this view has focussed on the belief that the spreading of knowledge would be a power working for the progress of society and for social change. This is a view which was probably best expressed in the Smith Report but which has been reiterated with diminishing influence since.

The 1934 Adult Education Regulations which determined the eligibility of courses for state provided adult education funds, stipulated that classes should last for at least two years and approximate to a university standard or should prepare students for such tutorial instruction or might include other less specialised activities. The 1946 Education (Scotland) Act, in its definition of the constituent parts of F.E., distinguished voluntary courses for persons over school age and "voluntary leisure time occupations" in "cultural training and recreative activities". By 1952 the Advisory Council for Education in Scotland (F.E. Report) declared that whereas further education in the past had been a supplement or substitute for inadequate day-school education, it had since changed to meet the demand for technical education and more recently "it has become an attempt to ensure the better use of increasing leisure". The Report of the Working Party of Adult Education in Fife (Connelly Report, 1964) was even more straightforward. The "superfluity of leisure" was an overriding concern of the Fife Education Authority, whose "most important functions ... both now and increasingly in the future, will be to educate for leisure".

In the wake of changing views of the efficacy of the welfare state (the official 'rediscovery of poverty' of the 60's has already been mentioned) the Scottish Institute of Adult Education Working Party in 1968 saw part of the task of adult education in terms of giving opportunities to certain disadvantaged groups, including women and retired people. However, it was the Alexander Committee which made the most forceful attempt to shift the consensus on the purposes of local authority adult education provision. Personal and social development were to be the specific aims of the Service. Adult Education was to reaffirm individuality and to "foster the pluralist society". It was to employ community development techniques in an effort to increase participation and to reach out to traditional non-participant groups. On existing patterns of provision its views were explicit:-

> "There appears to be very little difference between many of the leisure time courses and classes provided by the education authorities through the youth and community service and those provided by the same authorities through their further education or adult education machinery. At one time it might have been reasonable to say that leisure-time courses provided through further education or adult education were more structured, more formal and possibly more rigorous, but this is no longer true as a general proposition" (par. 32, p.13, Alexander Report).

Part of the reason for these developments lay in divisions of responsibility amongst the major providers of adult education in Scotland, which we will come to shortly. Part of it is to do with the nature of adult education itself and partly it is to do with the intentions of the providers. The process has been complicated. However, it is not true, as is sometimes suggested, that the process has just happened or is a result of the changing pattern of demand. To be sure adult education is a voluntary affair and to some extent the providers rely on the popularity of their product. However, a main theme of later chapters of this Report is that demand is in many important respects supply-led.

As we have already seen, the "leisure problem" was of increasing concern for staff in local authority youth and community services after the last war. Adult Education provision was also converging on the problem. From the point of view of staff operating a voluntary service there were undoubted pressures to ensure that participants in adult classes enjoyed what they were doing.

However, there was a more conscious and deliberate purpose behind developments in local authority provision. In local authority circles traditional, liberal adult education was considered academic, elitist and irrelevant. The 1952 F.E. Report for example asserted that "what is needed today: if the democratic system of government is to be effective is ... mass education". The concept of mass education implied wider provision than that which was available through 2 or 3 year tutorial classes under the old liberal A.E. formula. It required more practical subjects and methods designed to suit those of average intellect, in theview of the Advisory Council. Arts and crafts were considered particularly appropriate because through them "ordinary men and women can share in our national cultural heritage". The Russell Committee (on adult education in England and Wales, 1973) was of the opinion that there was a tendency "even in official pronouncements, to depreciate many of these subjects offered as 'recreational' and therefore of little educational value". For this Committee the whole wide range of activity which adult education had come to denote since the war was seen as "evidence of needs felt deeply enough to emerge as persistent demand". The Alexander Report was more ambiguous however in its attitude towards the 'recreational' aspect of provision.

Participants and Courses

It is appropriate at this point to turn to details of the change in participation and course preferences over the period under discussion. The evidence requires interpretation and there are problems about the inadequacy of statistical information, which persist up to the present time, as Horobin has indicated.

The following table gives a general impression of slow and limited growth in student enrolments between the 50's and the early 1970's.

Table 2.2

Student Enrolments in (PT) Non-Vocational Adult Education 1952 - 1972

	LEA	WEA	EMDS	Totals	% adult pop.
1952/3	←	104,000	→	(includes Central Institutions)	c. 3.5%
1962/3	←	137,525	→	do. do. do.	
1967/8	161,487	1,930	18,262	184,775	4.9%
male	39,888	← 8,002 →			
female	121,599	← 12,191 →			
1972/3	189,365	4,666	21,554	217,860	5.5%
male	48,633	← 10,069 →			
female	140,732	← 16,151 →			

(source: Alexander Report, SED statistics)

More detailed information on the nature of participation is not easy to establish particularly for earlier periods. Take first the evidence of the Alexander Committee's case studies in Argyll, Dundee and Fife. The Committee's by now well-known findings confirmed that the adult education population tended to be "the older, the better educated and the more affluent". Two-thirds and more were women; 15% were under 25, whilst more than 25% were over 55; over 80% were in the top 3 classes of the Registrar General's socio-economic scale.

From earlier periods there are several studies which give information about participation during the late 1930's, and also during the early 50's. This evidence suggests that there may have been greater participation by less affluent groups, before and immediately after the war. (cf. evidence quoted in 1952 F.E. Report). According to the 1952 F.E. Report the students enrolled in adult classes (non-vocational) were mainly under 30, unmarried and recruited from clerical and professional categories of work. If this was the case among the most significant changes in the adult education population over the period between 1952-75 included considerable shifts in favour of involvement by women and older age groups.

An examination of course preferences over the period under discussion reveals that between the late 30's and 40's/early 50's the most popular classes appear to have been in more formally academic subjects including foreign languages, literature, current affairs, music, drama, art, science and psychology. Between the late 1950's and early 1970's however the curriculum of adult education was dominated by physical activities, crafts and hobbies. The following table indicates relative enrolments in the three most popular activities.

Table 2.3

Enrolments in 3 most Popular Non-vocational F.E. Classes (LEA)

		% Total	1959	% Total	1974	
1.	Physical Training/ Country Dancing	28	29,397	32	68,867	(47,411 women)
2.	Needlecraft	22	23,196	22	46,390	(46,380 women)
3.	Handicrafts/ Hobbies	18	18,844	21	43,885	(26,522 women)
	Total Enrolments	68	105,927	75	212,870	

However, though patterns of participation might be used to justify the direction which Adult Education has taken in Scotland since the war in terms of the changing nature of demand, a more cautious approach to the relationship between supply and demand is advisable. The attitudes of staff as well as their organisation are major considerations in this relationship. Several comments on these matters may appropriately close this section.

Divisions of Responsibility among A.E. Providers

Although the Education Authorities in Scotland were the main providers of Adult Education after 1945, there were two or three other major providers whose enrolments were nevertheless in total far smaller than those of the LEAS. These were the University Extra-Mural Departments, the Workers Educational Association and the Central Institutions. (In the early 70's, for example, LEA enrolments totalled just under 190,000; those for the WEA and EMDs combined amounted to just over 26,000). This was not always the case however. Before the Second World War there had been little direct involvement by local authorities in Adult Education, although from as early as 1901 the "Scottish Education Department" had urged the introduction in continuation classes, at 'night schools', of courses not related to particular occupations but to the individual as a member of the social community. Before the war then Adult Education had been largely the business of Extra-Mural work conducted from the Universities and the WEA. However the Alexander Report notes that the tradition of University extension was not as deep in Scotland as it was south of the border. The 1945 Education Act made local authorities responsible for ensuring the existence of facilities for recreation, social and physical training. This coupled with a reviving interest in education in general appears to have resulted in closer cooperation between LEAS and University Extra-Mural Departments (the first, for example, established in Glasgow, 1949). After the 1952 F.E. Report and the Regulations of the same year Extra-Mural Committees were established, according to Alexander, to achieve closer liaison between LEAs, WEA, EMDs and other voluntary agencies in the field, although the main aim was to define and promote an enlarged University contribution to Adult Education.

However, some of the most important developments from a local authority standpoint did not come till the 1960's with the increasing concern for leisure time education. Previous arrangements considerably influenced the nature of the changes which did take place. Technical Education had a high priority in Education Authorities after the war and continued to do so as 'vocational F.E.' was becoming centralised in Scotland's 60 or so F.E. Colleges (from its previous location in 1800 mainly school-based continuation/F.E. "Centres"). LEAs had relied heavily on the Universities to discharge their responsibilities for Cultural and Liberal Adult Education. "Social and Recreational" activities had traditionally been the business of the local authority staff employed in the field of 'non-vocational' F.E. The social/recreational area of provision, of "leisure time occupation" (cf. SIAE Working Party on Adult Education in Scotland 1968) which was the traditional concern of local government in executing its responsibilities for non-vocational F.E.

However, traditional divisions of responsibility among providing bodies was not the only way in which past practice influenced the changes of the 60's. After the war it became the practice of several Extra-Mural Departments to appoint Tutor Organisers for extension work in outlying areas (e.g. Glasgow appointed one for Dumfries in 1950). Following the publication of the Correlly Report (1964), Fife appears to have been the first authority to make full-time adult education appointments for the purposes of outreach. The model adopted was that of the University Tutor Organisers. Five were to be appointed, one to each of the F.E. Colleges in the County, and there was to be a full-time F.E. Organiser on the Director of Education's staff. By the time of local government reorganisation there were only four Tutor Organisers. However, Edinburgh Education Authority had 5 "Principal Tutors" with area responsibilities for the development of Adult Education. Developments appear to have stopped these. (Although by 1975, as the Alexander Report noted, there were 5 full-time A.E. Principals in the Strathclyde area, 1 in the Borders and 3 operating in the area of present day Grampian).

In Fife, despite the difficulties in finding suitable candidates for the Tutor Organiser posts, there was an immediate improvement in participation. It was noted for example that whereas before 1965 there were generally 15-18 courses of "Academic Adult Education" each year, enrolling approximately 400 students, in 1965/66 there were 19 courses and 894 enrolled students. The bias was towards "practical subjects".

Summary Comments: Organisation of A.E. in Scotland

Adult Education was never as firmly established in Scotland as it was south of the border. From a local authority standpoint it was a part-time service - run by part-time Informal F.E. "principals" (usually school teachers) or "centre heads" with part-time staff. It was school based, operating on the margins of the school day and was heavily orientated towards provision for enriched leisure, in which crafts, hobbies and physical activities played a dominant role.

The pattern of organisation in Adult Education was different from that found in local authority youth and community work. Full-time YC staff may have outnumbered full-time Adult Educators at the time of local government reorganisation by as many as 10:1. YC staff operated frequently from freestanding, purpose built premises, although some shared school premises as did A.E. staff. But whereas the YCS made extensive use of volunteers in its administration and club provision, the A.E. Service relied on paid part-time tutors. The necessity of increasing fees in line with teaching costs has been a continued burden on the limited resources which have been made available for development of A.E. provision.

Finally, as we have already remarked, adult education and youth and community provision have to be seen in the context of multi-agency contributions. However, whereas central funding in Scotland has been available to non-statutory Y.C. organisations (under the terms of the 1937 Physical Training and Recreation Act and the 1959 Further Education Regulations) the same has not been true in Adult Education. In Scotland, by contrast with England and Wales, the power to make direct provision and receive financial aid from central public funds has rested with the Education Authorities in whom lies the sole statutory responsibility for non-vocational A.E. provision. This responsibility was granted by the Education (Scotland) Acts of 1945, 1946, 1969 and despite representations from the WEA and the University Extra-Mural Departments, the Alexander Committee felt that for the benefit of future coordination and planning the situation should continue as before.

Functions of Leisure and Recreation

Until the 1960's there had been little conscious effort on the part of government to plan leisure and recreation services, seen as an essential part of social provision leading to cultural development and individual and social well being as a whole. Instead there have been a series of isolated and ad hoc initiatives and developments in the area of sanitation, public health, baths, parks, sports, the arts, the countryside, forests, tourism, playgrounds, libraries, recreation grounds, allotments etc.. In the 19th Century there was an array of developments stemming from urban squalor, and ill health, among the work force, and related to both economic priorities and to moral and philanthropic motivation. (Blackie, Coppock and Duffield, 1979: 11).

It was considered that the provision of better living environments and public facilities would reduce crime, drinking, prostitution and anti-social activity in general. Public policy on leisure and recreation in the latter 20th Century may well be influenced by similar orientation in relation to, for example, the young unemployed, vandalism and delinquency. A major concern of public policy is to provide leisure and recreation facilities for those who 'need' them most and to improve relations with 'deprived' groups. In the 20th Century, such factors as pressure on the countryside, tourism and the problem of 'deprived' communities became the concern of government and a range of agencies and councils have been established to promote particular aspects of leisure and recreation, such as the arts, playing fields and sport. The 1975 White Paper on Sport and Recreation saw recreation and leisure as important for the general welfare of the community and as part of the fabric of the social services based on legitimate needs. The following is a concise summary of significant factors influencing policy and planning.

Local government is the major provider of facilities although central government through, for example, the Department of the Environment has major interests and influence. Since 1973 in Scotland the local authorities have had a duty to ensure that there is an adequate provision of facilities for the inhabitants of their region for social, cultural and recreative activities. (Local Government (Scotland) Act 1973) and recent legislation has placed the responsibility largely on District Councils. Over the last ten years it has been increasingly recognised that leisure and recreation should be perceived as a whole and that policy and planning should proceed on that basis. (Blackie, Coppock and Duffield, 1979). It remains true, however, that despite the development of more composite Leisure and Recreation Departments, the planning and funding of leisure and recreation as between central and local government, between the various national and local councils and agencies and between district and regional government departments are fragmented. This may or may not be a bad thing, but there has not been as yet a clear development of theory and concepts in relation to the functions and scope of leisure and recreation, and this factor taken together with the varied and differing backgrounds and training of professionals in corporate Leisure and Recreation Departments leads to diverse views, attitudes and practice in the field. Theory and professionalism are at the present developing and relationships with the scope and function of, for example, community education remain unclear and problematic. Leisure and Recreation objectives like youth and community work, adult education and community education include learning, educational and developmental objectives. A number of leisure and recreation professionals perceive the service they provide as being developmental for young people and adults in that they see activities in competitive sport, recreational sport, outdoor and countryside activities as contributing to, for example:-

A) The learning of skills.
B) The development of a personal sense of worth and well being.
C) The Development of a range of interests.
D) Social education through interaction with other participants and professionals in organised activities.
E) Increased knowledge of the environment.
F) Personal development through participation in decision making and management of resources and activities.
G) The general quality of life.

A number of professionals are also aware of the potentialities of linking these activities with those in youth and community education work. It is hoped that District Leisure and Recreation Departments will place much importance on identifying key issues in the community and on acting upon them. In addition to the functions of providing for recuperation, enjoyment and relaxation there can be then significant educational, social, cultural, cognitive and developmental aspects in leisure and recreation programmes. In approaching the data from our survey we have been concerned to ask how far these aspects are evident in the present functions and programmes of leisure and recreation services and what potential there is for their development.

Nevertheless significant areas or practice in leisure and recreation are based on philosophies related to management of resources and activities; the notion of individual sovereignty in a post industrial society as a 'good' in itself;

notions of free democratic consumer choice and often unquestioned assumptions concerning increased leisure and the inevitability of permanent reductions in paid work opportunities. We wish to question market oriented approaches which see leisure as a variety of products open to all for consumption. These approaches lose sight of factors related to:-

A) The social, cultural and historical locations of individual choice.

B) The view that access to various types of leisure is stratified by gender, class, race and age. These are not seen as independent variables but are socially located and fundamentally influence patterns of participation and leisure choice.

C) The purposes and intentions of public policy in funding leisure and recreation programmes and the way in which decisions are made on provision.

D) The view that increases in unemployment lead in fact to less leisure time.

These factors lead to issues and questions concerned with the responsiveness of leisure and recreation organisations and professionals to expressed needs and latent demands.

Major issues and questions which are often unexamined include the following:-

1. An underlying assumption frequently held by practitioners in both leisure and recreation and adult and community education is that enriched leisure activity can make up for the dehumanising effects of non-creative, non-autonomous work and unemployment. There is an unexamined and popular view that in much industrial and other forms of work workers are passive in their jobs and that self-development and people's 'real' lives take place in leisure time. Leisure is perceived as both compensatory and developmental while work is often perceived as a curse having only an instrumental value in terms of gaining access to leisure and leisure choices. These views and assumptions leave out of account the central significance of work and its nature in terms of self-development, self-esteem and the relationships that exist between the nature of a person's work and the nature of a person's leisure activities. Occupation is a major factor in understanding choices of leisure activities (e.g. Parker, 1976). If work and its nature are of central significance to both men and women for self-development then leisure activities cannot compensate for the damage done in uncreative and alienating work. Nor can it compensate for unemployment. Work, from this viewpoint, is intrinsically valuable and is not merely a means towards an extrinsic end. The fundamental problem we face, from

this viewpoint, is not the nature of leisure but the nature of work. Being unemployed does not mean that a person has leisure. Unemployment all too often means poverty which reduces access to leisure choices and opportunities and produces social stigmatisation, degradation and, most fundamental, the absence of productive activity paid or unpaid.

The more optimistic view of structural industrial and technological change is that it releases workers from mindless and mechanistic tasks for work which is more creative and autonomous in the industrial and service sectors of the economy and in education, health, social services and leisure and recreation. Unemployment is not perceived as a long-term structural inevitability but a result of human decisions and the political process.

2. "The freedom of choice is an essential feature of leisure activity, yet the individual does not operate in a vacuum and there are key factors that combine to influence the choice of leisure activity".

(Blackie, Coppock and Duffield, 1979: 2)

Individual sovereignty of choice in a post-industrial democracy is in these terms a myth. Individual choice is historically, socially, culturally and economically situated. Leisure is not a discrete area cut off from major socio-economic forces in which individuals make 'free choices'. Analysis of leisure choices cannot adequately be based on biological life-cycle approaches to changing needs. If leisure and recreation professionals are to move towards creating access for traditional non-participants and deprived groups to programmes which are developmental, which improve the quality of life, which create the possibility of productive activity and a sense of personal and social well-being then open, 'democratic', and marketing approaches to provision may be seen as deficient. If professionals are concerned to see leisure not merely in terms of the consumption of commodities but as a process which contributes to the quality of life, quantitative and head-counting techniques applied to the analysis of participation, demand and the evaluation of success are inadequate in that they neglect and do not uncover people's purposes, aspirations and requirements. The creation of 'leisure delivery service' by professionals are likely to be ineffective in reaching 'deprived' groups in the community. Just as in traditional I.F.E. such approaches leave out of account latent demand and a supply led pattern of participation. If leisure is perceived to be the offering of commodities on a consumer market controlled by professional recreationists and commercial investment, choices by individuals may become less free and more controlled and standardised. As in I.F.E. 'supermarket' and 'enrolment economy' approaches do not form a realistic basis for the attainment of stated L & R objectives.

Conclusion

The provision of "Non-Vocational Adult Education" or "Informal Further Education", as it was variously called, was dominated in the period after the last war by the local authorities. Provision by voluntary organisations was subordinate to that of the Education Authorities in terms of resources, volume of provision and numbers of participants. Statutorily, the Education Authorities were the "responsible bodies". Patterns of organisation varied in different areas. However in all parts of Scotland there tended to be close cooperation particularly between Education Authorities and University Extra-Mural Departments. Although, in general, attempts were made by means of the Joint Committee to ensure that the work of all the major providers did not overlap. From an early stage it appears to have recognised that although the Education Authorities were responsible for both "sub-categories" (SIAE, 1968) of Non-Vocational Adult Education - that is to say "Liberal Education" and "Leisure Time Occupation" - practice liberal education was regarded as the business of the Universities.

The Adult Education "service" by the early 70's was run by a handful of administrative staff (in most areas with the exception of Strathclyde) in conjunction with large numbers of part-time teachers, whose work was coordinated at a local level by part-time adult education principals. There were, in addition, a few full-time adult education organisers and adult education principals (mainly located in the Edinburgh and Glasgow areas) and some full-time local authority staff who divided their time between adult education and another activity (e.g. Community Centre Wardens). However, the principle of appointing full-time professionals to develop the service never caught on in spite of the experiments made by Edinburgh and Fife in this respect. The "absence of any well-established career structure for adult education" was a principle concern of the Alexander Committee, which recommended that the provision of such a structure "with opportunities for movement within the wider community service and attractive salary scales should be regarded as matters of the highest priority". (Alexander Report, p. 82, para. 227).

By contrast, local authority Youth and Community provision throughout the period under discussion, never reached the level achieved by voluntary agencies. This remained the case in spite of the rapid rise in full-time staffing levels and expenditure during the 60's. By the early 70's however, the structural patterns of youth and community provision were quite different from those of Adult Education. The Youth and Community Service had far more full-time field staff by the time of regionalisation. (One set of figures given in SCAN, June 1976, identifies around 90 local authority staff including adult education organisers and YCW staff responsible for adult classes, and 700 in local authority youth and community work). YC full-time staff operated from different kinds of premises: purpose-built youth and community centres, youth wings, adapted school facilities. This physical base was far broader than that from which adult education was expected to operate. There were wide variations in the physical resources which were taken over by the Regions at local government reorganisation. Dundee for example appears to have possessed a much larger quantity of purpose built premises, owned and controlled by the local authorities, than Stirlingshire.

In addition, there was a rapid professionalisation of the youth and community service during the 60's, and an increasingly elaborate career structure after the appointment of "area organisers" in some parts of Scotland (notably Fife: early 70's, after the Community of Interests Working Party Report was published in March 1970).

In both services there were changing perceptions of purposes and functions. The 1952 F.E. Report remarked the changing structure of further education. It had been a "supplement to or substitute for an inadequate day school education", but had become "an attempt to ensure the better use of increasing leisure". This change had begun well before the second world war. However, it became most marked in the period after the war. It was given the seal of approval in the Connelly Report: the chief concern of Fife County adult education provision should be, it believed, with education for leisure.

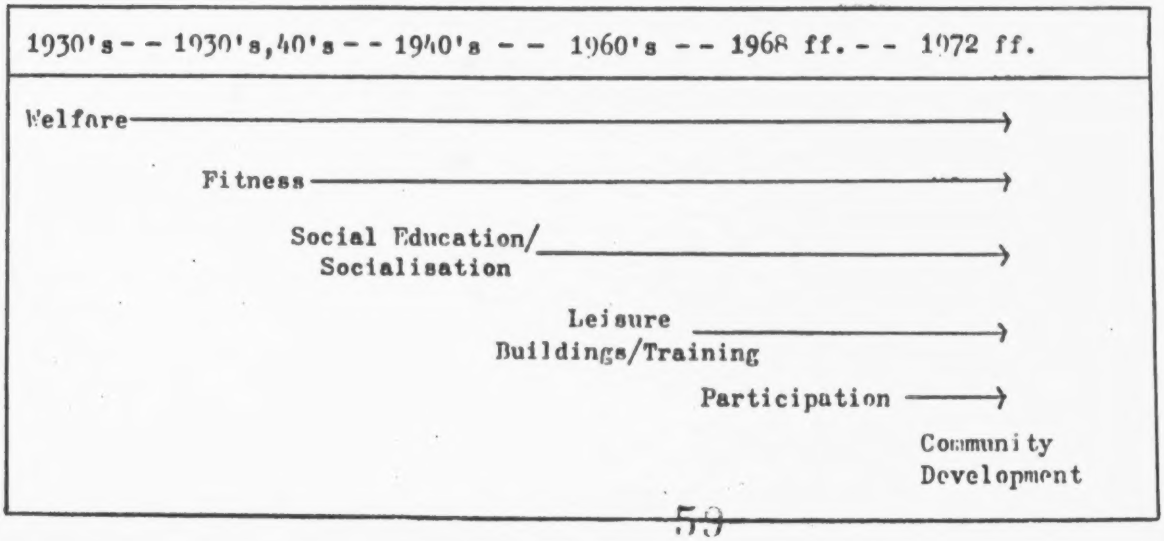
Non-vocational adult education lacked a "comprehensive view" of its social functions. However, by contrast with Youth and Community Work, there was a far greater degree of homogeneity about its purpose. It took place in people's leisure time and was concerned with enhancing the quality of participants' leisure. In some areas local authority provision was seen in supermarket terms and was of similar proportions: no mean effort with limited time for organisation and restricted funds for expansion. In other places provision was of corner shop proportions.

There has never been the same degree of consensus about the functions of YC work. (Although as we have argued already, this does not necessarily imply the same degree of variety about underlying values). Apart from different conceptions of functions in the field, for example between statutory and voluntary providers, there have been disagreements about requirements between those who employ YC workers and those who train them. Successive reports, official, semi-official, or independent, have come up with different definitions of what constitutes social education. Many reports have decried the prevalent notions governing field practice of their day. This in itself may not be a bad thing. As the James Report stressed: youth work is an

> "Incorrigibly heterogeneous and contradictory field of activities. There will never be an agreed tidy operational definition of its terrain, its purposes and ..... organisational mechanisms" (James, 1979: 17).

Heterogeneity may however be one thing. Contradiction is quite another. It tends to render the efforts of individuals and organisations ineffective, to devalue their work in the eyes of outsiders and ultimately to undermine its meaningfulness in their own eyes.

At this stage it may help to represent some of the major functions of YC work, which it has accrued since the inception of the statutory service in the 30's and 40's. This may be done diagramatically as follows:


1930's - - 1930's,40's - - 1940's - - 1960's - - 1968 ff. - - 1972 ff.
Welfare
Fitness
Social Education/ Socialisation
Leisure Buildings/Training
Participation
Community Development

Currently, there are mounting pressures for all those concerned with the education of adolescents to concentrate their efforts on preparation for work. Marginal as YC work in general is to mainstream educational currents, it has not escaped this tide of vocationalism, and in several areas YC workers have heavily committed themselves to the new Youth Training Scheme (YTS) adding a further 'level of accretion' to their roles.

For some YTS may offer a welcome relief from the complicated and contradictory pressures under which they have laboured: the problems of reconciling their concern for the welfare of the people amongst whom they work with the needs of the bureaucracies which employ them; the demands that they should keep young people off the streets and encourage socially approved behaviour with their recognition of the need for young people to develop self-reliant attitudes; the difficulties of resolving the tension between managerial tasks and outreach work; the conflict between the need to work with individuals at personal levels and simultaneous responsibilities for community development. Experience however suggests that the new vocationalism may not in fact offer a way out, but may rather intensify the older tensions and contradictions.

As Bernard Davies (1979) has argued most cogently, there seems a need to stand by old commitments to person-centredness alongside critical creative goals; to clarify the "what" and "how" of social education and the content of appropriate curricula; to look beyond a 'leisure' curriculum; to spell out the implications of political education beyond a purely inter-personal level; and to build bridges into practice areas and organisational settings with which links are weak.

In conclusion then, there were some significant overlaps in staff perceptions of the purposes and social functions of Adult Education and Youth and Community Work by the early 70's, and in the problems which were being faced in both fields. Both were converging on the "problem of leisure". Both were concerned with education in, and for constructive use of, leisure. Both were confronted by problems and pressures inherent in the voluntary basis of participation.

However despite such overlaps and the potential advantages perceived by the Alexander Committee in linking, formally, these two marginal local authority services in a single Community Education Service there were several fundamental differences in the organisational structure which had emerged since the war - both in the volume and range of resources commanded by each service, and in their patterns of organisation. There were fundamental differences too in their bases of involvement in "the local community" and in the ways staff went about their work.

Underlying organisation contrasts there were fundamental differences in the ways staff conceptualised their functions and in the frameworks of ideas which governed practice. Both services, for example, were very substantially 'for leisure'. However I.F.E. drew its predominantly part-time staff largely from formal education and was more closely related to traditional educational structures and practices than YC work. YC workers by contrast have drawn much of their inspiration from a generalised hostility to conventional modes of education.

In the field of Leisure and Recreation, there has been a developmental surge over the last decade. Leisure theory and professionalism have begun to be elaborated more extensively than before. L.R., like Y.C. work, Adult Education and Community Education, is concerned with enhancing the quality ofpeople's lives and has learning and developmental objectives. Substantial areas of overlap and similarities have begun to emerge between the different spheres of C.E. and L.R. Nevertheless managerial philosophies and approaches have retained a less contentious position in L.R. than in C.E. Further, notions of free democratic consumer choice and 'open' access to facilities are interpreted in contrasting ways by the staff of these two services.

Nevertheless boundaries between C.E. and L.R. are not easily drawn, and there remain persuasive reasons why these composite local authority services should cooperate and collaborate more at almost every level. This does not mean that their functions are the same.

CHAPTER 3

Methodology and Structure of the Project

The project, which ran between October 1981 and March 1983, was staffed by one full time research associate in the Department of Education of Edinburgh University with the assistance of two lecturers in the department who coordinated the project.

The first stage of the project October to December 1981 was concerned initially with the sensitive issue of gaining the approval of the three Regions to be studied, Tayside, Fife and Central, and with gaining also the approval of the nine Districts which fall within these Regions: attempts to include another region in the study failed early on and the project was a little delayed by these negotiations. The first stage was also concerned to attempt both to identify, collect and review relevant literature dealing with conceptual issues in the broad fields of Leisure and Recreation, Youth Work and Community Education, and to collect and collate basic data on the levels of staffing, budgeting, number of facilities and programmes on offer in the regions and districts to be studied: at the same time the design of a structured interview for use with the Heads of District Leisure and Recreation Departments and with the Heads of Regional Community Education and Youth and Community Services was undertaken and piloted in Strathclyde Region and East Lothian.

Copies of the basic data sheet and the questionnaire can be found in appendices 1 and 2.

Stage 2 January 1982 to early May involved extensive interviewing in the 12 areas, 9 District Councils' L & R Departments, 3 Regional CE or YC Services, using the previously developed interview schedule. Some considerable amount of data was gained in the interview process which occupied 165 hours of tape.

Briefly, our purposes were:

1) to develop an understanding of policy objectives at regional and district levels and the ideas, philosophy and professional orientations underlying those objectives.
2) to develop a map of the organisational structures, facilities, staffing and financing of CE and LR designed to implement policy objectives.
3) to develop an understanding of the nature, quality and balance of the overall curriculum of learning and activity, core areas of that curriculum, priorities and special programmes.
4) to develop an understanding of the degree of integration, linkages and

cooperation achieved between regions and districts and between the various sectors of L & R and CE.

To do this we used a semi-structured, open ended questionnaire (tested and modified in East Lothian and Strathclyde) with 52 regional and district officials. Most interviews were taped and each one usually took $2\frac{1}{2}$-3 hours. We had, in general, excellent cooperation and support. As hoped and intended, many of those interviewed felt that the interview itself was useful for them in that it provided an opportunity for discussion and clarification of the nature of their ideas, objectives, policies, organisational arrangements and practice. On the other hand the interviews were sometimes too lengthy.

Stage Three from May to July 1982 involved the partial analysis of the data derived from the previous stage; this was seen as crucial in the definition of a more structured questionnaire to be administered to professional staff in the field. In addition to the design of a staff questionnaire, the team were concerned to develop a brief user/participant questionnaire, a discussion framework for use with participants, and a structured schedule for collecting data on centres and programmes. The professional questionnaire was piloted in Edinburgh City and East Lothian, the user questionnaire was not piloted, having been derived from a previous successfully used questionnaire. Likewise the Schedule for data gathering in centres and programmes and the user discussion framework were not piloted since they had been essentially derived from previous work on the project.

Copies of the staff questionnaire, user questionnaire, user interview schedule and schedule for data gathering in centres can be found in appendices 3, 4, 5 and 6.

At this stage it was necessary to exercise some judgement of the particular Districts which would be studied in detail, and through discussion with the project Advisory Committee, the Districts of Dunfermline, Stirling and Dundee were selected since each could be studied both in terms of a District L & R service, and also in terms of an overlapping Community Education or Youth and Community Service, for West Fife, Stirling Area, and Dundee Inner City and city area teams. The wide variations between the organisation of particular areas of work, the ranger service, and adult basic education, and informal further education compelled the researchers to work outside the previously described areas. The study of Adult Basic Education necessitating moving into the Further Education sector in Fife and Central Regions, the study of the Ranger Service in Stirling District involving the Department of Planning and Building Control, and the study of Informal Further Education again involving the Further Education sector in Central Region.

In face of the wide diversity of work undertaken by L & R departments, the team considered it necessary to focus their attention more on the areas of common interest to L & R and CE or Youth and Community, for example in the instance of community centres, and less on the specialist areas of L & R that involved either manual staff, eg parks and gardens, or in areas which are not relevant to the study, crematoria and burial grounds, or in areas with well defined functions like libraries and museums and art galleries. The library service and museums and galleries had already been discussed in stage two of the project and it was felt that though they were indeed interesting, they did perform a specialised function which is potentially the subject of a separate study in itself.

We therefore developed criteria for the selection of particular areas, centres and programmes and the following were among the considerations affecting those criteria.

A The need to see the range of activities and quality of practice in particular geographical areas in order to gain a view of the balance of provision, the nature of the 'curriculum' of learning and activity as a whole, and the linkages, networks and degrees of integration and co-ordination achieved. This was particularly important in relation to the development of programmes and structures which are not fragmented but which serve the linked educational, social and recreational needs of individuals and groups as a whole. We wished to analyse the potentialities and limitations of the varying approaches to linkages and integration.

B The need to analyse overlapping areas of work in the different sectors and agencies of informal education in YCS, CE, AE, Libraries, Museums, Arts programmes and agencies of LR, Sport, Parks and Entertainment.

C The need to select areas and programmes in such a way that would enable us to analyse participation and non-participation for the various socio-economic groups and priority 'target' groups - for example the unemployed, youth and the elderly.

D The need to select particular programmes in the various sectors in which 'positive' developments in relation to policy priorities are said to be taking place.

E The need to select areas and programmes which would enable us to consider rural/urban differences.

F The need to consider issues of particular concern to staff in the field - for example, centre based/field based work; community use of school resources; financial and staffing constraints on developmental work;

in-service training and status.

The three regions participating in the study have each evolved a different organisational arrangement both within the broad field of adult/community education and youth work and with the field of Leisure and Recreation. These may simply be characterised as Integrated (Fife), Dual (Tayside) and Separated (Central).

Any further study of Leisure and Recreation, if it was to reflect the balance of provision, had to be made at the District level, since it could not be broken down into a lower level of overall organisation.

Though Community Education is organised at a Regional level overall, area teams can be seen to operate at a district level, geographically coinciding with L & R provision. (There are exceptions.)

However, among the districts of each region, there were again differing approaches to the organisation of L & R. From the research so far our attention had been drawn to particular interesting and positive developments within and between the fields of CE and L & R. Consequently, we put the following criteria up for the selection of districts for further study.
(The following terminology refers to our initial analysis of organisational structures prior to the selection of areas for study. In the light of subsequent developments and analysis, the terminology has been elaborated and modified.)

Regional Organisation of Community Education and Leisure and Recreation

Fife	Tayside	Central
Community Education and Recreation Service Integrated at top level Continuing Education Recreation	Dual Services of Leisure & Recreation and Community Education	Youth and Community Service No Leisure and Recreation
"Integrated"	"Dual"	"Separated"

District Organisation of Leisure and Recreation

Fife	Tayside	Central
Dunfermline (Dual L & R and Libraries, Museums and Galleries)	Dundee (Integrated but inclined to separation)	Stirling (Dual but inclined to integration)
Kirkcaldy (Integrated)	Angus (Dual L & R and Libraries and Galleries)	Falkirk (Dual L & R and Libraries, Museums and Galleries)
NE Fife (Integrated)	Perth & Kinross (Separated L & R, and Libraries, Museums and Galleries)	Clackmannan (Separated) under administrative head

Balance of L & R Provision

Evident in Dunfermline, Dundee, Stirling.

Positive Developments

In Dunfermline there are community centres coming under the organisation of both District L & R and Region CERS and it was claimed that there is sufficient co-operation between District and Region in their separate provision of services. Development of Community Arts Teams (MSC - Regional CERS/Policy for the Arts).

In Stirling there was much interest in the new sport development scheme - overlapping with regional sports development. Adult Education Tutors working alongside Youth and Community workers in centres; ABE and library cooperation, financing of L & R in District. L & R management of community centres. Re-emergence of IFE part-time supervisors.

Given that both Dunfermline and Stirling Districts contain both urban and rural population, it may be worthwhile for contrast to include Dundee as a high population density urban area. It also has a new development in the Inner City CE Team, a working party on urban deprivation, Sports development (Regional/District Cooperation) and a previously integrated L & R department which seemed to be separating out into autonomous departments again. It has MSC programmes and other informal educational activities related to parks and a reduced programme of Informal Further Education is now largely self financing.

Following these considerations, Dunfermline, Stirling and Dundee Districts were selected for detailed study in Stage 4.

Stage 4 involved the administration and completion of 75 professional questionnaires, approximately 826 user questionnaires, 45 discussion schedules with user/participant groups, and a study of 52 centres or programmes. The team of 3 spent one week in each of the six areas completing a detailed study of our sample of centres and programmes; however, the vacation leave of staff in the field inevitably meant that accomodations in the research programme had to be made: the pattern of fieldwork was broadly as follows.

Week 1 Leisure and Recreation, Dundee City District

Studies of:-
- The Ranger Service (Templeton Woods/Camperdown Park)
- The Duntrune Demonstration Garden
- The Swimming and Leisure Centre
- The Camperdown Wildlife Centre
- Sportscene 82 (located in a variety of facilities, including Caird Park)
- Summer Playschemes

Week 2 Leisure and Recreation, Dunfermline

Studies of:- Carnegie Hall and Music Institute
Community Centres: Abbeyview, Parkgates, Kelty
The Carnegie Sports Centre with Swimming Pool and Bruce Street Annexe

Week 3 Leisure and Recreation, Stirling District

Studies of:- The Ranger Service (Planning and Building Control Department)
Mayfield Centre
Cornton Centre
Provost Pool
Village Halls
Sports Development (This area was given further study in October)

Week 4 Youth and Community Service, Central Region - Stirling Team

Studies of:- Adult Basic Education (Raploch, Stirling - FE Sector)
The Dunblane Centre
The Allan Leisure Centre
The Fallin Leisure Centre
The St Ninians/Bannockburn Area Officer and St Modans
The Raploch Centre (Due to the absence of the professional worker we studied this centre in October.)
The IFE Programme and part-time centre heads, were also visited in October.

Week 5 Community Education and Recreation Services, Fife

Studies of:- Lochore Meadows Country Park and Ranger Service
The Inverkeithing Centre
The Abbeyview Centre
The Valleyfield Centre
The Lochgelly Centre
The Kelty Centre
Community Use of Schools, Woodmill
The Area Youth and Community Team
IFE Dunfermline High School (to be studied in October)
Adult Basic Education (FE Sector to be studied in October)

Week 6 Community Education, Tayside - Dundee City

Studies of:- The Inner City Community Education Team
Adult Basic Education
The Dudhope Arts Centre
Fintry Community Centre
Ardler Community Centre

In setting the research in context, it must be remembered that the aim of the study was to collect a wide range of data from studies of the differing aspects of work found under the supervision of Leisure and Recreation, Community Education, Youth and Community and Further Education Services. Since there is no single, simple pattern of organisation of these services, it was not possible to mount a study which replicated the methodology of some behavioural sciences, nor could the study use the agricultural/botanical experimental paradigm found in controlled studies in laboratory investigations.

It therefore used a range of techniques from discussion to multiple choice questionnaire in order to illuminate the complex dynamic which influences such areas of work. Through the studies mentioned and the techniqes briefly listed, the team attempted to study the relationships between the nature and quality of work carried out with the public and the administrative superstructure within which the centres and professional workers are embedded.

CHAPTER 4

Policy and Organisation of CE and LR in Fife, Tayside, Central Regions

For the sake of clarity, this chapter begins with brief descriptive overviews of the organisational structures in each of the 12 local authorities and quantifies as far as is possible, information on staffing levels, facilities and financial resources. It then proceeds with a comparison of the organisational patterns and policies which have emerged since local government reorganisation (Part 3). Part 4 highlights some important issues which emerge from the previous discussion.

Questions of policy are problematic. The simple question "what is policy in this area?" usually receives a number of different kinds of response. Policy is to do with long term perceptions and assumptions about the functions of adult education, youth and community work, adult basic education, sporting and arts provision and so on in our society. Views on such matters directly affect the nature and evolution of provision. Yet for a number of reasons, official are often reticent about talking of long term functions. There is a convention that officers are employed to implement policies devised and agreed by elected members. There is also the view, more commonly expressed by CE staff perhaps than by LR staff, that provision should be responsive to the circumstances and the needs and demands to be found in local neighbourhoods. The problem then for management is to set objectives which will not constrain fieldworkers in the development of flexible, responsive, modes of provision but will at the same time provide support and guidance amongst the myriad pressures and difficulties faced by staff in the field. In this sense then policy is to do not just with perceptions of long term functions but is also about the framework within which staff operates: the arrangement and deployment of staff, the kinds and number of buildings in which they are based, and the allocation and structure of financial resources. However, there is also a third level of policy relating to the many and varied forms of practice in which staff at all levels are engaged. In all the areas which the project has studied it has been evident that a major influence on these two latter levels of policy making has been the nature of the structures which existed prior to regionalisation and the incorporation of community education services. A major consideration has been with the ways such structures could be reoriented towards the new demands, perceptions and assumptions connected with the development of community education.

'Policy', then, raises a number of issues, which highlight the complicated ways in which organizational structures influence the views of staff about their roles.

This chapter is intended to provide a descriptive basis for comments on these issues which are made in later parts of this Report.

PART I

Brief Outline of Organisational Patterns in CE: Fife, Tayside and Central

(a) Fife CERS - Fife's "Community Education and Recreation Services" are a comprehensive department combining Continuing Education (Informal Further Education and the Youth and Community Service) with recreation provision, comprising "Policy for the Arts", the Ranger Service, 3 Regional Recreation and Leisure Centres, 6 Community Use of School projects based in secondary schools, and 2 "Primary and Community"Schools. A Principal Assistant for Continuing Education and Senior Assistant for Recreation are responsible to a departmental head with directorate status. It is one of the peculiarities of the Fife department that it links up with other Education sectors through a "Depute Director" for post-16 provision and a sub-committee of the Education Committee. At local government reorganisation a Leisure and Recreation Department had been set up within Education, but in 1979 it was decided to amalgamate this department with IFE and the YCS, ostensibly for reasons of economy and administrative efficiency.

IFE - is staffed by a Regional Organiser and two Assistants, each with similar responsibilities in separate halves of the region. There are approximately 80 IFE centres based in secondary schools, each with a part-time centre head. There are over 400 part-time teachers employed by the service.

YCS - is also staffed by a Regional Organiser and two Assistants, dividing the Region between them. There is a further management tier of 5 Area Organisers/ Team Leaders, each of whom is responsible to one or other of the Assistant Regional Organisers. "Face-to-Face" staff comprise 2 Centre Managers and 27 Community Workers, occupying 9 offices and 15 Statutory Centres. In addition there are 6 YMCA - YWCA General Secretaries operating in the Region, 16 Voluntary Community Centres and a full-time organising Secretary for the Fife Union of Youth Clubs. The YCS employs approximately 180 part-time leaders.

Policy for the Arts - is managed by a small team of 4 full-time staff, based at the Markinch Centre. There is a Principal Arts Officer, her Assistant, a Publicity Development Officer and a Teachnical Stage Manager. There are 3 clerical staff and a storeman/handyman. Mobile Arts Teams have been employed through MSC in different parts of the Region in 1982. Arts development in Fife relies entirely on facilities being made available by other organisations for the operation of its programmes and projects, particularly the facilities of the Youth and Community Service, since it possesses none of its own at present.

Ranger Service - operated in Lochore Meadows Country Park and in the Lomond Hills. Fife Ranger Service comprises 4 full-time staff and 2 part-time.

Regional Centres - include the Fife Institute of Physical and Recreational Education, the Lomond Centre (Glenrothes) and the Lochgelly Centre. "Professional" staff in 1981/82 numbered 23.

Community Use of Schools - the 6 Community Education and Recreation Centres are clustered in the coastal zone of the Region (Anstruther, Methil, Glenrothes, Kirkcaldy, Cowdenbeath and Dunfermline). Each one has a Head of Centre, working in or close to the school premises and reporting to the Senior Assistant Recreation Officer.

Adult Basic Education - There is one part-time Regional Coordinator based in Lauder Technical College, Dunfermline, and 4 part-time Coordinating Tutors each based in one of the 4 FE Colleges in Fife, each with special responsibility for an area of the Region. The scheme employs a number of part-time staff and volunteers, and may involve approximately 300 students throughout the Region at any one time. The 5 coordinators are employed as FE staff and answer through the College Principals to the Education Committee of the Region.

(b) Tayside CES - Community Education is part of the dual responsibility of a Depute Director for Further Education. There is an Assistant Director (FE) to whom the 4 FE College Principals are responsible. The Regional Community Education Officer leads a management team, which includes two Assistant Regional Officers. The Regional CEO meets on a regular monthly basis with the FE Principals. At local level, staff in the Tayside Community Education Service are grouped into 7 "areas", each headed by an Area Community Education Officer. For community education purposes, 5 area groups cover the region between them: 3 in Dundee and 2 in Perth and Angus. (Total: 42 Community Education Workers at local level). There is an ABE team of 6 full-time staff who answer to an Area CEO (ABE) and cover the whole region between them. There is an Outdoor Education team of 5 full-timers who similarly answer to an ACEO (OE) and one Community Education worker with an assistant, full-time "Trainee", based at the Dudhope Arts Centre in Dundee.

Regarding facilities, the ABE team operate from two bases in Dundee (Mitchell Street and Kirkton Community Centre). The Outdoor Education team is based at Ancrum OE Resource Base in Dundee. However, there are in addition 3 Outdoor Residential Centres for the use of OE groups, and a further OE Resource

Centre at Grassy Beach. The Region's CE workers are based at 22 "centres" and offices. Eight have the formal designation of Community Centres, and 6 of these are in Dundee City. Six are attached to Primary or Secondary schools in "community wings". In addition a number of staff operate from District Council premises. One Community Education Worker is based in a church and another in YMCA premises.

Until March 1983 there was a separate Tourism and Recreation Department which administered regional responsibilities for recreation in Tayside. At the time of writing this department is in the process of dissolution. These functions which do not pass to the districts will be managed by one of the (two) Recreation Officers who will now be responsible to the Senior Director of Planning. The other recreation officer is to be assimilated within the CES to manage MSC provision within theregion.

(c) Central Region - There is no regional Recreation Department. Instead, recreational and sporting provision have been developed within theEducation Department. In addition the Regional Planning Department, in consultation with the District Councils of Clackmannan, Falkirk and Stirling, has produced a series of Reports which are seen as the basis for a regionally coordinated strategy of recreation provision. A data bank was set up to provide information on available resources and the strategy has been developed in conjunction with the Scottish Tourism and Recreation Planning Studies (STARPS) of the mid 70's.

The recommendations of the Alexander Report did not result in the establishment of formal CE structures in Central Region, as they did in other areas of Scotland. A Regional Working Party was set up to consider the implications of Alexander, but its recommendations have not been formally implemented and have been the focus of continuing pressure from the Youth and Community Service, which favours the establishment of a recognizable Community Education structure.

YCS - is the responsibility of an Assistant Director who combines it with "special services" (related mainly to school disciplinary arrangements). A Regional Organiser head the YCS management team, which consists of the Assistant Regional Organiser, the Regional Training Officer, and two Divisional Officers. The Assistant Regional Organiser is responsible for the Stirling area team, while each of the Divisional Officers have charge of the teams working in Clackmannan and Falkirk Districts. At local level there are 3 workers in Clackmannan District, 8 in Stirling

District and 7 in Falkirk. Three Bo'ness Recreation Staff at the Bo'ness Centre will answer in future to the Regional Organiser directly, rather than the Falkirk Divisional Officer, as at present. (Total: 21 Field Staff.) In terms of facilities, senior staff are based in the Education Department at Viewforth, Stirling. The Training Officer operates from Hillpark Education Centre in Bannockburn. The remaining Youth and Community staff operate from 16 centres and offices in Stirling, Clackmannanshire and Falkirk Districts. Two area Youth and Community Organisers are school based.

Adult Education - An Assistant Director in the Education Department has the responsibility of Further Education, Programmes for the Unemployed and Adult Basic Education. (There are 2 members of the YCS staff, attached to the Clackmannan Divisional Officer, whose responsibility is YOP training, but the bulk of the training in life and social skills is done through the FE Colleges.)

In 1976-77 the non-vocational adult education centres in Central were cut from 55 to 14. (Apart from the 2 FE Colleges, the vocational centres were also cut from 14 to 3.) The remaining IFE provision in Central is the responsibility of the Assistant Director for FE. Each 'hon-vocational centre" retains its part-time Centre Head and the Education Department continues to employ a small number of part-time IFE teachers. (The self-supporting group concept has been adopted by the Council and the Region have agreed that where a group is prepared to pay for a lecturer the authority will offer free accommodation where possible.)

In addition, we note the recent appointment of a WEA tutor organiser, grant aided by the Education Department.

A team of 6 Adult Education Tutors, appointed in 1980 with the help of an Urban Aid Grant to cater for the educational needs of certain selected communities in the region, answer to the Assistant Director (FE). Members of the team operate from a variety of different bases including huts on the premises of two Primary Schools, a Community Centre, a Child Guidance Centre, and a Public School. The team is coordinated by one "Regional Coordinator" - a permanent post with the Region, not covered by the Urban Aid Grant - who, in additiion, manages the Region's Adult Literacy Programme through 10 part-time tutor organisers and several hundred volunteers.

Sports Development - The scheme was initiated in 1979 as a three year pilot project, and a teacher was seconded, with the title of Sports Development Officer, to coordinate it. The Sports Development Officer has reported through a Policy

Committee, chaired by the Regional Adviser for PE, to the Director of Education. During 1981-82 the scheme used 31 centres (based in Primary and Secondary Schools and YC Centres) and involved 6,400 children. The Sports Development Officer coordinates the work of a member of paid part-time staff, including coaches, coordinators for each of the five main sports within the project (badminton, basketball, gymnastics, swimming, volleyball), and "graduate assistants", based at the University of Stirling, who have coordinating and research functions. In 1982, at the end of the initial pilot period, the scheme was put on a permanent footing. The Sports Development Officer has been assigned the post of Principal Officer within the approved establishment of the Social and Recreation budget in the Education Department. The remit attached to this post is likely to include some responsibility for the arts as well as sport, and the Principal Officer will report to the Assistant Director for FE.

Hillpark Education Centre, Bannockburn - A comparatively recent joint venture between different branches of the Education Service. The Centre has been compared to a community college in that it combines a number of different kinds of provision including FE training, Youth and Community provision, a special Education Unit, provision for Music, Outdoor Education, YOP workshops, and ABE/AE classes.

Table 4.1 summarizes the position in each of the three Regions as regards professional staff, estimated financial expenditure and facilities as of 1981/82.

PART II

Policy and Organisation of Leisure and Recreation in Fife, Tayside and Central

This section supplements the previous discussion of overall organisational structures and policies in the three regions, with a consideration of the provision of LR at a district level. In Scotland both regional island and district councils make recreational provision to their electoral areas under the terms of the Local Government (Scotland) Act of 1973, and the Physical Training and Recreation Acts, 1937 and 1958. No attempt was made in the 1973 Act to apportion responsibility between the two tiers of local government. However, the Paterson Committee (HMSO, 1973: paragraph 6.47) suggested that while both tiers might work together in matters of overall policy and in planning what was needed, districts should provide and manage most of the facilities. Regions, in addition to their statutory duty to "ensure an adequate provision of facilities for the inhabitants of their region for social, cultural and recreative activities" /Local Government (Scotland) Act, 1973, Section 91 (3)/ were to be involved in provision of regional significance, or that which was beyond the reach of district resources. As Education Authorities regional councils also have powers under the Education (Scotland) Act, 1980, to provide social, cultural and recreative activities. These powers are used in support of the Community Education Service. There has never been a consensus, however, on how these concurrent responsibilities for LR (in regions and districts) were to be exercised.

Exemplifying the diversity of arrangements which have emerged subsequent to the 1973 Act we find that in Central the regional authority has exercised its responsibilities through the strategic planning role of the Planning Department. Sporting and general recreational provision have also been made through the Sports Development Scheme and the YCS within the structure of the Education Department. By contrast Fife's Regional Community Education and Recreation Service is responsible for substantial numbers of facilities and full-time professional staff under the Senior Assistant, Recreation. Tayside's Tourism and Recreation Department, until a recent reorganisation of responsibilities between the region and its 3 districts, has occupied something of a mid-way position between those of Central and Fife. The regional department has had a strategic planning function and has been responsible for a small number of "regional" facilities, but nowhere near the number or size of those for which Fife's CERS is responsible.

The Stodart Report (HMSO, 1981: 46, paragraph 120) draws attention to "uncertainty and disagreement between authorities on their respective roles, lack of liaison and coordinated planning between regions and districts, competing rather than complementary provision of facilities". Evidence from this project's field of study does not entirely support this view. However, many staff in the departments studied clearly would agree that cooperative arrangements have been slow to emerge and difficult to sustain, between regional and district authorities.

This section, like the last, briefly outlines details of organisational patterns in each of the nine districts in Fife, Tayside and Central, with some reference to special policy priorities where appropriate.

The comments here will concentrate on a limited number of the organisations which commonly are among the responsibilities of LR Committees within district authorities. Little will be said about libraries, museums and art galleries. This by no means implies that they are unimportant. Indeed in the course of the project, an early decision was taken that they were important and that they deserved a more extended treatment than we could presently give them.

Brief Outline of Organisational Patterns and Policies in LR at District Level: Fife, Tayside, Central

1 Dunfermline District LR Department: Two separate departments report to the

Council's LR Committee. One has responsibility for council provision of leisure, recreation and amenities. The other provides the libraries, museums and galleries services of the district. The Director of Leisure, Recreation and Amenities has an Administration Assistant, with a centrally based clerical/secretarial/typing unit, and two Assistant Directors. One manages indoor functions and facilities, including the sports halls and Carnegie Sports Centre, the community centres, and a separate Halls and Entertainments Section. A Halls and Entertainments Manager is based at the Carnegie Hall in Dunfermline and reports with the Community Centre Organiser and the Carnegie Sports Centre Manager directly to the Assistant Director (Indoor). An Assistant Director (Outdoor) manages burial grounds and crematoria and is also responsible for the upkeep of the parks and other open spaces in the district, through a Horticultural Officer, a Landscape Assistant and 3 Area Superintendants. A full time Sports Officer provides the department's chief link with the district funded Sports Council, which advises the District Council on the disbursement of grant aid for sports organisations and clubs, to a total (1981/82) of £3,000. Local organisations may also apply to the District Council for aid from the Capital Grant Fund, which totals (1981/82) £5,000 and a District Arts and Entertainments Association disburses £3,000 of grants.

In 1977 the Directors of Planning and LR in the district published a Recreation Study which aimed to highlight deficiencies in the provision of facilities and to set out the future policies of the LR Department. An analysis of supply and demand was made on the basis of trend projection by applying average and national participation rates derived from other studies in selected recreational and sporting activities. Certain "deficiencies" were identified by means of these calculations. However, apart from the major programme of building connected with the Carnegie Sports Centre and the rebuilding of the Bruce Street Sports Hall and given the constraints imposed by the prevailing financial climate, few of the recommendations have so far been implemented. They continue to form the basis of the department's future programme of development.

The Recreation Study in addition highlighted the inadequacies of Community Centres in the district and the need for such facilities in a number of neighbourhoods. However, it was also noted that community centres and halls were not always well used and it was suggested that, if resources allowed, an advertising campaign should be mounted to let people know about the existing facilities.

The establishment of Leisure Leaders, with aid of funds from the MSC, has gone some way towards meeting this problem and a certain amount of usage has been encouraged in slack periods.

In addition the department of LR places importance on provision for young people, for example, through youth clubs, the arts programme and the Carnegie Youth Theatre.

The department consider it important to ensure that regional and district provision do not conflict. Senior LR Officials would like to establish complementary development programmes. A number of joint arrangements for funding Cairneyhill Primary School, and the Cowdenbeath and Carnegie Centres are existing examples of cooperation. Senior LR Staff in the district are satisfied that the present channels of communication with the region are adequate. However, coordination of effort has tended to be ad hoc. In addition, improved communication between the region and district might assist the development of complementary forms of provision where at present there are substantial areas of overlap, eg in the programmes and administrative arrangements in certain regionally and district provided Community Centres. At one housing estate in Dunfermline for example a district centre stands not 50 yards from a regional YC centre. Comparable activities occur in both. However, administration and fee arrangements are different and the inhabitants of the local neighbourhood would clearly benefit from a greater degree of coordination between the different authorities responsible for each facility.

2 Kirkcaldy District LR Department: Kirkcaldy is one of the three districts in the study which has chosen to integrate its LR provision under a single Director. Here an Assistant Director for Libraries, Museums and the Art Gallery forms part of the management structure for LR, with two other Assistant Directors (Indoor Recreation and Parks/Outdoors). As with the two other integrated departments (NE Fife and Stirling), Senior Staff see the basis for integration in terms of administrative and economic requirements for the efficient management of resources. Apart from the addition to the structure of the Libraries, Museums and Galleries Services, the department is organised in much the same way as in Dunfermline. Three Area Parks Superintendents, a Technical Services Officer, a Crematorium Superintendant and a number of Landscape/Horticultural Officers report to the Assistant Director (Parks, Outdoors). While the Assistant Director (Indoor Recreation) is overall manager of the Theatre, Tourism and Entertainment Section, Swimming Pools and Halls, each of these branches of Indoor Recreation has its own manager, director or officer in charge.

There is no District Sports Council in Kirkcaldy and applications for revenue grant aid are judged on their individual merits by the Donations Sub-Committee of the Finance Department, without reference to the LR Department.

The main tasks of the LR Department are seen in terms of the maintenance and extension of facilities. Strategic development of Sports Programmes and recreational activities are viewed as the business of the regions CERS. Nevertheless, programmes of entertainment and activity are mounted in centres and facilities throughout the district, including children's shows, band concerts, exhibtions of arts and crafts, discos and a wide variety of other events. In addition a Leisure Leader Project, staffed by 8 full-time posts, funded through MSC, has generated extensive programmes of activity in connection with district facilities, ranging from involvement with unemployed groups to women's keep-fit and make-up lessons, a library display and football competitions. A further 150 staff (approximately) are employed through MSC on projects connected with the maintenance and extension of outdoor facilities.

3 North East Fife District Recreation Department: At the time of the interviewing in the Spring of 1982, this department was in a process of flux. The Assistant Director (Indoor Recreation) had recently retired and had not been replaced. Therefore, the respective managers, and officers in charge of Baths, Tourism and Halls reported directly to the departmental head. Two further Assistant Directors, one for Libraries, the other for Outdoor Recreation, also reported to the Director of Recreation. The department has one countryside ranger based in Craigtoun Park and hoped to fill its other Ranger post soon. There is a District Sports Council which disburses some of the grant aid for sports organisations available (total: £6,000). £3,000 is given in grant aid to the arts and £10,000 to the Byre Theatre (1981/82). The District Council, in addition, treats concessionary rates for local club usage of halls as a form of grant aid. Although the total of this particular category of assistance is not known exactly, a total of £20,600 was set aside in the budget estimates for 1981/82 (84% of total bookings - 1,577 - in 1981, came under the concessionary rates arrangements).

Policy is considered to be a matter for the individual branches of the Recreation Department, though major developments and contentious questions are likely to have to go through the LR Committee. There is a good deal of cooperation with other agencies in the field, such as the Scottish Tourist Board, the Countryside Commission, and the Conservancy Council. A link with the Crawford Arts Centre has been established and there is some expectation that a summer programme involving a Community Arts Workshop may be mounted in Craigtoun Park.

4 Dundee City LR Departments: A Civic Amenities Division was established, prior

to local government reorganisation in Dundee Corporation (1975). The Director of Civic Amenities presided over 5 departments: Parks, Baths, Libraries, Museums and Galleries and a Recreational Services Section, which incorporated, until recently, provision for Tourism, Halls/Entertainments and Sports Development. This integrated structure was found to be unsatisfactory and for some time prior to the research study the Civic Amenities Division had been without a Director. In 1982 a new structure was finally agreed and the departments mentioned above no longer possess the nominal integration they had within Civic Amenities. Four new departments will report to three separate sub-committees of the District Council's LR Committee. The Libraries Service and the Museums/Galleries Department will be answerable to the Cultural Services Sub-Committee. The Parks and Cemeteries Department will have its own Sub-Committee. An LR Manager has been appointed to head the new LR Department which incorporates a Baths Section, a Community Leisure/Sports/Entertainments Section, an Administrative Services Unit and Information/Tourism. The LR Department has its own Sub-Committee. Apart from the Technical Assistants, Area Superintendents and Landscape Supervisors commonly found in Parks Departments, the Dundee Parks Administration has diversified its functions over the years prior to, and after, local government reorganisation. A "Training Assistant" manages the Duntrune Demonstration Garden and runs a programme of lectures and demonstrations connected with horticulture. There is a Countryside Ranger. A Nature Study Officer manages the Wildlife Centre at Camperdown Park and is assisted in the development of a range of contacts and outreach work in wildlife and environmental issues by an Assistant Conservation Officer. In addition the Depute General Manager in the Parks Department has until recently run an extensive sports development scheme in district parks and other facilities for short sessions during the summer.

Apart from a large number of manual staff (approximately 240) employed through MSC in maintenance and extension of facilities, a number of "Community Workers" (also employed through MSC) have been based at the Caird Park Stadium to develop sporting activities with particular target groups, eg cycling for women, sport for the unemployed. No special community work qualifications or training are prerequisites for these posts, and, as far as can be discovered, there is no contact between them and regional Community Education staff. Another group of staff, funded by MSC, are employed to run Summer Playschemes in Parks Department facilities. Three programmes have been run since the decision to restart playschemes was made in June 1981. In the third which begain in March 1982, twenty-two staff were employed including a coordinator, and the total budget for the project was £94,745.

A Joint Liaison Committee (consisting of District and Regional Officials and elected members) facilitates the administration of district and regional provision of grant aid to local clubs and voluntary organisations. Applications eligible for grant aid by the district are handled by the Finance Department. There is a formal scheme for allocating both capital and revenue grants for facilities, essential equipment, coaching and transport. The Local Sports Council and a Disabled Sports Association each received £250 in the 1982/83 budget estimates.

As in other districts, the main tasks of the Parks and LR Departments are seen in terms of the maintenance and development of existing facilities within prevailing financial constraints. However, as will be clear from the previous statement of programmes and activities organised within Dundee District, promotion of the facilities is also considered an important function. Summer programmes of entertainment for children in the parks, playschemes, and the sports development schemes have the primary objective of increasing public awareness and usage of facilities. However there are several even more ambitious forms of work which extend the activities of the department in a specifically educational sense. Examples include: the outreach work of the Nature Study Officer and Assistant Conservation Officer, particularly with primary school children; the lecture programme and demonstrations at the Duntrune Demonstration Garden. There will be a more detailed discussion of these later.

5 Angus District, Parks, Recreation and Tourism Department: Two separate departments provide the services associated with on the one hand, Libraries, Museums and Galleries, and on the other, Parks, Recreation and Tourism. Within the latter department, an Assistant Director (Indoor) manages the facilities connected with swimming, the leisure centre, halls and community/social centres. An Assistant Director (Outdoor) is responsible for the parks and cemeteries in Angus and another Assistant Director manages a small section, of two officers, for tourism.

Applications for revenue grant aid by local clubs and voluntary organisations are judged on their individual merits. There is no Sports Council nor is there a Sports Development Officer, and grant aid is managed by the Council's Finance Department.

Provision of facilities for recreation and entertainment is seen as the prime function of the statutory sector in Angus. However, at local level (the Leisure Centre is an example) there has been some development of activities and programmes (eg Judo, Eurythmics) with instructors paid through centre funds which are, therefore, self-financing projects. Instances of cooperative planning and provision between the region and the district, include the establishment of a leisure complex at Arbroath High School (now run by the district) and an indoor sports centre at Montrose. Senior Management, however, is keen that a more developmental approach should be taken in policy making which would relate recreational activities in council facilities to the process of learning in the context of individual and social change. For the present, however, this remains a long-term concern and the prime tasks of the department relate to the maintenance and extension, as far as possible, of its existing facilities.

6 Perth and Kinross District, Parks, Recreation and Tourism Department: This department is the smallest of those with which the project is concerned in Tayside (in terms of non-manual staff). Two further departments report to the LR Committee (Libraries and Museums/Galleries). The Parks, Recreation and Tourism Department is managed by a Director and Depute, each with non-designated Chief Officer status. The lines of responsibility within the department, for each of its main functions, run through a senior Horticultural Assistant, a Senior Area Supervisor, a Senior Administrative Assistant, and a Technical Assistant. There is also a Baths Manager, a Crematorium Supervisor, a City Hall Keeper and two Parks Rangers.

A District Sports Council is involved in the disbursement of grant aid (total, 1981/82: £5,789) and there is a formal capital and revenue scheme of grant aid in the district, covering sports awards, equipment and facilities.

Developments in the department's work have included involvement in national sports campaigns, eg Sport for the Disabled and Women in Sport. A "Community" complex at Blairgowrie High School has involved cooperative funding between the Region and Perth and Kinross District. However, the main concerns of the department are two-fold at present. On the one hand there is pressure for more effective management systems and processes (eg reorganisation of maintenance staff in area teams, vetting planning applications, arrangements for conservation areas, setting up management committees in local halls). On the other hand, there is a major programme of capital spending on the provision of a leisure pool in Perth.

7 Stirling District LR Department: Until 1982 two separate departments provided the libraries and recreation services in Stirling. A Superintendent of Parks, Recreation and Burial Grounds coordinated the different spheres of recreation provision. A Principal Parks Officer was responsible for outdoor provision, while a Principal Recreation Officer was responsible for baths and

halls, and liaised with the Sports Council Officer. Recently, however, a Director of LR has been appointed. Below the Director the structure of administration remains much as before although an Assistant Director responsible for the existing functions of the LR department (excluding libraries, museums and galleries) has taken the place of the Superintendent. An Assistant Director with responsibility for the Libraries, Museums and Galleries may be appointed in future, if funds permit. However, the precise nature of the future post holder's remit is as yet unclear. (It may include responsibility for development of the arts and entertainment and possibly also tourism in the district.) At present senior staff in the Library Service report directly, since the retirement of the District Librarian, to the Director of LR.

Two aspects of the structure of this department are worth noting: first, the existence of a District Sports Council with a grant in 1981/82 of £24,150 and an extensive sports development scheme which bears comparison with that provided by the region. Secondly, there are two community centres managed by the District Council, where a number of centre assistants/activities organisers have developed programmes of sporting and recreational activities with local participants.

It is recognised that arrangements for the distribution of grant aid by the region and districts in Central are at present unsatisfactory, and an effort is being made to clarify procedures concerning the different grants which each local authority manages. The principle at present followed in Stirling district is that the District Sports Council administers grant aid on behalf of the District Council for items such as travel, hire of facilities, employment of coaches and equipment.

As in Kirkcaldy and North East Fife the main thrust behind the integration of the department under a single Director appears to be on grounds of administrative and economic efficiency. In the case of Stirling it is too early to say whether integration will have its desired effect. Apart from the maintenance and improvement of its existing facilities a major development in the work of the department has been in the arrangements connected with the Local Sports Council.

Though the Stirling District Sports Development Scheme will be examined in more detail later, a few brief points are noted here. The Scheme aims to assist the achievement of high levels of competitive skill among individual sportsmen and women. The Scheme is also concerned with the development of club, regional associations and agencies providing sports facilities in the district. In conjunction with the national Scottish Sports Council campaign to attract more women to sporting activities a successful Women in Sport programme has been established. Another area of development is the under 16 table-tennis scheme. Apart from the on-going projects of which there are two examples, the Sports Officer is developing a programme of district and regional competitions and events. The Sports Development Scheme operates outside the structure of the LR department to the extent that the Sports Officer implements Sports Council policies through a number of part-time paid instructors and sports coordinators. However, the majority of projects take place within district or regional education premises.

8 Falkirk District, Recreation and Amenities Department: A separate department manages the libraries, museums and galleries in this district. Within the Recreation and Amenities Department, three Principal Officers (Entertainments, Recreation and Parks) report to the Director and his Depute. There is in addition a Technical Section - 4 Technical Assistants, and a Senior Technical Assistant - and an Administrative Section. The division of responsibilities within Recreation is unusual. A small Entertainments Section - two Assistant Entertainments Officers and two Clerical Staff - organises a programme of events in Council premises and maintains the Council's community Centres and Halls. An "area" structure for Recreation has been adopted in the district. In each half Recreation Supervisors, Assistant Recreation Managers and an Area Officer report to the Principal Recreation Officer and his Assistant PRO. The Assistant Recreation Managers and Area Officers are responsible for indoor facilities in the district whereas the Recreation Supervisors exercise a staff management/maintenance function within each of the Centres and facilities. In addition there are a number of full-time instructors (skiing, swimming) within the Recreation Division, two full-time Creche Assistants and a number of Clerical Staff. Part-time Coaches are employed by the Division to develop recreational and sporting programmes in each of the centres. All such courses are self-financing.

A District Sports Council, in conjunction with a sub-committee of the Finance Department, vets applications for grant-aid, and advises on grant-aid allocation.

A Policy Plan (undated) has been produced by the District Council's LR Working Party (including officials from Amenity and Recreation, Finance, Planning, Libraries and Museums, Architectural Services and Administrative and Legal Departments). The aim was to provide a non-statutory framework of standards of provision in 3 main "policy decision areas".

a) District: eg Grangemouth Sports Complex
b) Urban: eg Community Centres and Halls
c) Rural: eg Footpaths and Sites of Special Interest

This hierarchy is not a definitive categorisation of provision, for it is recognised that overlaps exist between the different levels. However, it is designed to take account of "the fact that the standard of facility and the method of implementation will vary according to the level for which it is designed". (Policy Plan p.2). Main issues facing the Council are subsequently identified in the Plan, aims and objectives are set out, standards of provision are established and finally an assessment of major deficiencies is made in relation to the three policy decision areas mentioned above. The Policy Plan represents a more systematic attempt to apply a combination of national planning principles than we have found in any other district. It may be true that given the expenditure entailed in the Policy Plan it is unlikely to find much political favour. However the document is a creditable achievement in at least two respects. It lays bare some of the main assumptions and principles on which developments within LR in Falkirk are to be based and attempts to provide explicit justifications for recommended policies. Secondly, it represents a sustained attempt to plan for long-term developments across the broad range of "cultural" as well as sporting and recreational provision in the district. That is to say it incorporates the libraries, museums and galleries with recreation in an overall policy for the district, and in addition, gives some attention to cooperation with other agencies (statutory, eg regional education, and voluntary) in the provision of LR.

Apart from continuing attempts to improve existing facilities and to make provision where deficiencies have been identified the Amenities and Recreation Department is developing by means of part-time paid workers a wide range of activities and programmes on an 'open' basis, and for particular target groups, eg women's keep fit, swimming; play-schemes and play-leadership schemes; a club and special courses for disabled. It aims to capitalise on the use of MSC funds and employs approximately 250 staff though MSC, who are mainly deployed in the parks on tasks such as tree planting, building and general environmental improvements. In addition the Department aims to develop joint programmes of work with other organisations, exemplified in the planning for a recent festival with the Arts and Civic Council, in the process of identifying target sports and recreational activities with district clubs and voluntary associations and in joint work with the region over the development of Community Industry.

9 Clackmannan District: An independent LR department was not set-up in Clackmannan at the time of local government reorganisation, since, in the opinion of the District Council, the size of the local population did not merit it. Instead three small separate departments - Baths/Halls, Libraries, Parks - report to the Chief Executive and a Council Management Committee, through the Chief

Administrative Assistant. Over the period since reorganisation a number of countryside rangers have also been employed by the Council through the Planning Department, which has been responsible for the administration of MSC programmes.

All requests for grant aid are treated on their individual merits. However, a scheme of financial aid has been established for the improvement of public halls in the district. In addition there is a District Sports Council whose budget in 1981/82 was £2,600.

Sports development work is proceeding under the auspices of a local Sports Officer, and the District Sports Council. The Baths/Halls Department has successfully developed a primary school swimming programme and aims to encourage the establishment of swimming clubs in the district. Another recent development, which is common to many other districts, is the establishment of special concessionary rates for the unemployed who may now use the swimming pool free of charge.

Table 4.2 summarizes the position in each of the nine districts as regards staffing, finance, and facilities.

PART III

Comparison of Approaches to Organisation and Policy: Fife, Tayside, Central

Having set out some basic characteristics of organisational frameworks in each of the three regions and nine districts in parts I and II, Part III looks at the contrasts and similarities between patterns of organisation and policies.

Section (a) deals with policy issues at a regional level. Section (b) looks at similar questions in relation to district provision for LR. In each case the need for cooperation between statutory agencies in the same field of work and between these organisations and non-statutory ones is a dominant and explicit concern of policy. However the problems of linking and coordinating the work of different organizations are, not surprisingly, seen in different ways. For those involved in CE efforts to cooperate, where they are made, are generally in relation to the work of other statutory agencies at a regional level (eg the primary and secondary school 'structures', other branches of FE, and social services departments). For district LR staff a dominant concern is the relationship with the Region, whether this relates to use of sports facilities in educational premises or to the concurrent responsibilities at regional and district levels for the LR provision.

(a) Regional CE/LR Structures

By contrast with Central, both Fife and Tayside Regional Councils established

Departments of Leisure and Recreation (including Tourism in the case of Tayside) during local government reorganisation. In Fife the Recreation Department, with its own Director was incorporated within the structure of Education, whereas in Tayside it was not. In Fife there was a further reorganisation in 1979 when Recreation, IFE and the YCS were brought together in a comprehensive Community Education and Recreation Service. The normal hierarchical pattern of local government (with responsibility devolving downwards from Directorate level through Depute(s) and/or Assistant Directors to Principal Officers, Regional Organisers etc) was modified, since the Director of the CERS responded through a Depute Director for FE to the Director of Education. Beyond general considerations of efficiency and administrative convenience, it is not clear what further motives there may have been for Fife's reorganisation in 1979. As we have indicated in a previous chapter (cf chapter 2, above), Adult Education and Youth and Community have for some time been seen as "leisure providers" in Fife. Administrative integration may have been seen as a vehicle for better coordination and cooperation among the various local authority services involved in the leisure field. There has been some attempt to develop an integrated perspective on CE and recreation since 1979, for example through integrated in-service training for staff involved in different sectors. However, it is fair to say, and management readily admits, that integrated planning and programming have been slow to emerge amongst the different branches of the CERS below the level of the Regional Organisers (IFE, YCS and Arts). One exception to this generalization however concerns the work of the Principal Arts Officer and her assistants. "Arts in Fife" possesses no other physical base apart from the centre at Markinch and partly as a result, Arts staff have successfully developed a wide range of contacts and venues in all parts of the region, with the assistance of many voluntary, statutory and commercial organisations. However the YCS is a major provider of facilities for the arts programme in Fife and a limited number of fruitful avenues of cooperation are continuing to develop between "Arts in Fife" and YC workers. One other piece of cooperative development to be noted, is at present at an early preparatory stage. This is the regional sports development plan which aims in future to adopt a strategic approach to the development of sport in all the CERS facilities.

After a series of discussions a recent statement of intent has been produced by the CERS, which includes among its "general objectives": lifelong learning, personal development, responsiveness to community needs, special opportunities for the disadvantaged, effective management and deployment of resources, training opportunities and effective cooperation and coordination. These, clearly, are capacious principles. Whether they add very much to the more detailed objectives outlined for each of the branches of the CERS is debatable. Moreover the relationships between the lists of specific objectives for each of the branches and the general objectives are often not clear. The latter are of symbolic rather than substantive importance in the attempt to evolve more integrated forms of provision.

The lists of specific objectives have a number of common themes. However, there is little indication of the ways in which very different scales and kinds of provision in each sub-agency is to complement or "integrate" with those of others. Secondly the aims of the Ranger Service, the Regional Centres and the CER Centres (community use of schools) appear to be incorporated within the "Recreation" statement, although the YCS, IFE and Arts in Fife are each given separate attention. However the reason for such different treatment is not clear, since we cannot assume the Ranger Service for example is considered less important than Arts in Fife.

In addition regarding the overall structure in Fife, it is to be noted that ABE is now administered separately through the FE college structure, although originally adult literacy provision was administered by the IFE Tutor Organisers who were based in the Technical Colleges until the reorganisation of 1979. The position of ABE in Fife contrasts with that in Tayside where the ABE team has been incorporated within the structure of the CE service and forms, with Outdoor Education, one of the "specialist" teams designed to feed into the activities of the more "generalist" CE teams. In this respect Fife ABE compares more with Central Region, where the ABE/Outreach Adult Education Coordinator reports to the Assistant Director for FE, and has no direct link with the YC service, except at directorate level.

Finally, it is perhaps typical of the integrating perspective to be found in Fife, that a former Senior Assistant Director for Secondary Schools has been made responsible for work with the unemployed across all branches of Education, including the CERS. The great majority of MSC training schemes are handled through the FE Colleges, although the CERS has some small input at present, which looks likely to increase with the introduction of the Youth Training Scheme towards the end of 1983.

In Tayside separate structures have existed since local government reorganisation for CE and Tourism and Recreation (TR). At an early stage efforts were made to clarify the overlaps and differences between the two services. CE was distinguished from TR less in terms of facilities used, but rather at a functional level. The CES promotes "environmental, leisure and recreational education", according to an early policy document, but "uses of leisure and recreation as instruments for promoting learning . . . The role of the Education Service should be seen as preparatory and initiatory. Once the interest of an individual has been engaged and his skills developed only to the point where he is self-reliant, the Leisure, Recreation and Tourism Department should take over". Management of the Region's Tourism and Recreation Department, for its part, saw itself as an 'intermediary' between regional provision for CE and district LR services, acting as a kind of bridge between the two.

However the precise practical implications of this intermediary notion were not clear. Much of the work of CE was directed towards ends where were different from the goals of district LR departments, who were, as we have stressed elsewhere, preoccupied with the concerns of facility management and improvement.

The CES has been involved in a continuing process of identifying and redefining objectives, and at the time of writing, is about to produce in conjunction with elected members a detailed statement of priorities and aims. Senior staff have however identified the chief functions of the service as follows. The CES aims to assist individuals and communities to develop and participate in a variety of educational opportunities. It assists fuller participation by people in community affairs and in providing for their own needs. At the same time it ensures as far as possible, that educational programmes are available to all communities in the region to assist people the better to understand their lot, though not necessarily to accept it. The recognition by the Region's politicians of a role for the CES is seen as an advance and there is now an urgent need to set priorities amongst the diverse and numerous areas of work in which CE workers are engaged.

Within the CES the main body of CE field workers are organised into "Areas", although the area designation does not necessarily indicate the existence of a team approach to field work. In future the Area CE Organisers may assume a team leader/ coordinating role. There are four groups of staff who have special designations within the overall structure. The Dundee Inner City Team, (as with OE and ABE) is characterised as having a team structure, operates from a single base in Mitchell Street and has a special remit to expand work with residents of the inner city in areas of multiple deprivation. The Dudhope Arts Centre with its regional as well as local arts development function is managed by one professional community education worker, who reports directly to an Assistant Regional CE officer, bypassing the Area CEO's at an intermediate level of the administrative hierarchy. More will be said about both the Dudhope and DICT in other parts of the report. Specialists in ABE and OE, were brought together some five or six years after local government reorganisation, into special units - ABE at Mitchell Street, Dundee (since 1981): OE at the Ancrum Outdoor Education Resource Centre, Dundee. These units have different functions from those of the line management structures into which the majority of CE staff are organised. At present ABE and OE relate directly to CES management (feeding information and advice into the centre) and run their own programmes. However there is a view that they should relate more closely to community education workers in the field, disseminating advice and assisting the development of adult literacy and a wider range of adult and outdoor education programmes at local level. It is not clear what the future of these special units should be in thelong term. Nor is it clear how their work could be more closely linked with that of other CE staff (nor indeed whether CE staff believe it should). However at present they are seen to be evolving successful patterns of organisation and techniques in areas of work which, particularly in the case of ABE, are separate and in many respects different from those of generalist CE workers who are strongly oriented towards youth and community type provision.

By contrast with Fife and Central, Tayside Education Committee decided towards the end of 1979 to make a "major part of the CE service programme self-financing," precipitated by a steep rise in evening class fees and teacher costs. A major justification of this move has been made in terms of stimulating self sufficiency and voluntarism. The IFE part-time principals found in relatively large numbers in Fife and in reduced numbers in Central, have therefore been eliminated from the CE structure in Tayside. In addition, financial assistance to the Extra Mural Committee ceased at the same time. However it has been agreed that CE facilities should be made available to the Extra Mural Department of the University of Dundee, where CE centres were already open for other purposes. In addition, the Region's financial support has continued to be given for vocational classes.

Finally with regard to linkage with FE there is cooperation over the provision of MSC training schemes - the bulk of which, on the CE side, are run by ABE. From the end of March 1983 however the arrangements within CE for MSC funded training are to change with the advent of a former Recreation Officer to coordinate provision for the unemployed. More generally, however, an attempt has recently been made to establish a regular basis for planning and consultation between the FE College principals and the Regional CE Organiser.

Central Regional Council, by contrast with Fife and Tayside, has chosen to maintain separate structures for YC, IFE, Sports Development and Adult Literacy within the overall umbrella of the Education Department. Integration at field level is not considered necessary or desirable by senior management. However for overall administrative purposes the various elements of the Region's 'CE' and sporting provision are coordinated at senior management level by the Director of Education and his Assistants.

Detailed comments are made in later chapters (cf case studies) about policy concerns and organizational arrangements within each of the separate sectors in Central Region which fall within the project's sphere of interest.

There is some informal linkage and cooperation among field staff employed by different sectors. However these are not goals of policy and such cooperation as exists tends to be ad hoc and irregular. Moreover in situations where cooperation would clearly be beneficial both for staff and participants as for example in the Hillpark Education Centre, separate 'lines' of administrative accountability as well as differing professional orientations tend to hinder the evolution of cooperative practices.

Staff of the Planning Department, following corporate management principles, have attempted to adopt an overall planning role in relation to certain 'strategic' LR facilities. However in the absence of a clear commitment to corporate management in the region as a whole, the significance of this attempt has been limited.

(b) District LR Structures

In the case of regional CE provision the major issue in terms of linkage and cooperation, in the light of the Alexander Committee's recommendations, concerns the relationship between the various components of community education. In the case of district LR provision however the relationship between the various components of LR is considered important but is nevertheless secondary to the main question of concurrent regional and district responsibilites for LR.

Before looking in more detail at the ways different district councils have chosen to organize their provision for LR, it is appropriate to examine some of the most important direct and formal linkages between regional CE/LR and district LR.

Although in practice cooperation between the two levels of local government appears to be intermittent and to depend on the motivation of individual officers, in all three regions there are in fact several formal avenues by which cooperation can be pursued. In both Fife and Central Region Joint Liaison Committees of officers and elected members may consider arrangements connected with, for example, grant aid and Community Use of Schools. In Tayside a Grants Liaison Working Party has been set up to facilitate the administration of grant aid. In all three regions there are mechanisms for cooperation between Planning Departments at regional and district levels for such purposes as countryside planning, drafting of local plans and development control. In Central Region planning initiatives resulting from the Scottish Tourism and Recreation Planning Studies (STARPS) of the mid 1970's have resulted in the establishment of Working Parties in two out of the three districts to consider the implications for district council policies. More recently, however, there have been initiatives in both Central Region and Fife in connection with sports development which in the case of Central have established, and in the case of Fife promise the establishment of, reasonably close, regular cooperation between district officials and their regional counterparts. In Tayside sports development has not been jointly negotiated between regional and district officials, although the regional Tourism and Recreation Department will continue to be represented on District Sports Councils (in two of the three districts) at least until the reorganisation of regional LR functions in the Spring of 1983.

It is not an easy task to attempt briefly to summarize the contrasts and similarities between the policies and organizational structures established by different district councils in Scotland in respect of their provision for LR. This is no less true even within a restricted area such as that studied by the present research project. Variety is the most obvious characteristic of LR structures.

Many different approaches have been taken for example to the administration of grant aid as indicated by a recent study of the Scottish Sports Council (Scottish Sports Council, 1978). Different patterns of organization have been adopted in respect of technical and manual staff. Some authorities employ large numbers of manual labourers through the Manpower Services Commission. Recreational activities and sports development work are far more advanced in some areas than in others. Expenditure on provision varies enormously too. Figures in Table 4.2 indicate a grand £6½ million spread across four departments in Dundee during 1981/82 and a total of £880,000 (approx) spent in the much smaller authority of Clackmannan, by three departments during the same financial year. (However, a discussion of such structures may usefully start with the Paterson Report which is generally held to have provided the rationale for much of the reorganization of Scottish local government during the early-mid 1970's.)

The Paterson Report favoured the establishment of comprehensive departments for physical recreation and separate departments for libraries and museums. The Paterson Committee (The Working Group on Scottish Local Government Management Structures) considered the optimal arrangement to be a single directorate covering all aspects of LR "in accordance with the programme area concept including libraries, museums and galleries". Nevertheless it believed that from a practical management standpoint physical recreation and cultural activities required different kinds of expertise and proposed the separation of the two spheres of provision. Broadly this is the pattern which has been followed in the majority (6) of districts which the project has studied. However, three of the nine districts have chosen to integrate their leisure provision along the lines of the ideal proposed by the Paterson Report, on grounds, of administration and economic efficiency. No attempt has been made to quantify the costs and benefits of such patterns. Nevertheless it appears that integration has not had any significant impact on the kinds of provision and line management structures at middle management and lower levels in the three "integrated" districts.

As a footnote to the remarks about the Paterson Report it is perhaps worth adding a comment on 'professionalization' within LR. The trend towards comprehensive management structures in district LR has created a demand for 'generic' managers much in the same way that posts in the Youth and Community service have been filled with 'generic' YC workers, whom, it was hoped, would be able to turn their hands to a variety of tasks. Post-graduate recreation management courses have emerged to meet the need for a new kind of 'generic' recreation manager. Currently a Scottish Committee (the Gunn Committee) is reporting on the skills appropriate to different levels of recreation management for training purposes. However managers of leisure facilities in the old local authorities long ago laid claim to the status that went with professional qualifications, membership of associations and 'professional' standards of work. Beside the older institutes of Parks and Baths Management, there are now the "professional associations" of Recreation Managers and of Directors of Leisure, Recreation and Tourism.

Attempts are being made at different levels and in various ways to bind the parts of LR into a whole. Nevertheless to an even greater extent than in the case of

CE, LR remains an administrative agglomeration of historically separate areas of provision. Distinctions between for example 'indoor' and 'outdoor' services are little more than bureaucratic conveniences. Under 'indoor' we commonly find, for example' responsibilities for sports centre management, swimming pools, Community centres/social halls, and theatres, where these exist. Under 'outdoor' we find parks and burial grounds. In each case the organization of staff relates closely to the routine technical and administration requirments, including maintenance and improvement, of the facilities within each sector. One interesting exception to this rule, already noted, is Falkirk District. Here indoor management is organized in a hierarchy and on an 'area' basis, with staff in certain facilities responsible for developmental activities in their areas outside the facilities in which they are based.

Within the LR structures outlined above there is a basic distinction to be made between staff whose responsibilities primarily entail the maintenance of facilities (parks, baths, sports centres, theatres and so on) and those appointed to develop recreational and sporting activities. Increasingly small numbers of staff are being employed by district LR departments without centre management functions. Sports Development Officers and Leisure Leaders (through MSC) are two examples. Particularly in this area of development substantial overlaps have begun to occur with the work of Community Education/Youth and Community Departments.

Recreationists and sports officers, as distinct from facility managers, are commonly 'separate' from the mainline management structures of LR departments. This principle is most clearly in evidence in the appointment of Leisure Leaders through MSC. In several areas programmes of events and activities, play-schemes, band concerts and the like, particularly during summer months in district facilities, are extensive and varied. But such schemes are operated on the margins of LR departmental policy. They are "additional" to the mainstream of concerns which surround the efficient execution of centre management and are not expected to change the orientation or roles of facility centre managers and their supervisory and manual staff. For an arts officer in one district developmental schemes of recreational and education work (moving beyond the conventional maintenance/letting/events organising roles of halls/entertainments managers) were seen as the cream on the cake. For this officer ways had to be found of somehow making the cream part of the cake mixture itself.

Sports development is one of the areas of greatest growth in district recreational provision. As with MSC/Leisure Leader Schemes, sports officers may also operate at the 'margins' of LR departments. As an example, in one district the sports officer was located in the Tourist Information Office at the City Square whilst the facilities used by the Sports Development Scheme were managed from the Parks Department at the far end of the city. Typically Sports Officers derive their functions and status from District Sports Councils on which they sit as organising secretaries. At a field level of implementation, as in Stirling and Dundee, sports development schemes are frequently implemented by means of specially appointed part-time coaches, instructors and (in Stirling) a number of part-time Sports Coordinators. Falkirk district is an exception to this general pattern. There a number of full-time instructors are employed to run activities and courses in the district's sports centres. In Falkirk sports development has been much more closely integrated into the work of the Recreation Division than elsewhere. Nevertheless in this, as in other districts, sporting and recreation activities are supported by means of part-time paid instructurs and all groups have to be self-financing. Rather than developing independent clubs and groups at different levels of participation, sports officers typically look to established clubs and voluntary organisations for higher levels of sporting involvement into which they can feed competitors through their development programmes.

PART IV

Issues in Organization and Policy

Apart from the issues of linkage and cooperation which have been given some consideration already there are a number of other important points which emerge from the foregoing discussion of organization and policy. The points made here are however of a preliminary kind and should be read in conjunction with the final chapter of this report.

In overall organizational terms there can be little doubt that the need for better cooperation, and the planned coordination of the work of different local government services is a most pressing one. Linkages between the component parts of community education, between CE and LR and between CE, LR and the variety of other agencies, statutory as well as voluntary, working in the same or related fields - are rarely very strong. In several instances they are virtually non-existent. Channels of formal communication do exist and several of the most important have been referred to already. These sometimes work reasonably well, particularly where the purposes are limited and clear and the officers concerned are dedicated to cooperative practice. However such instances are rare. In examining the organizational structures which may help to improve cooperation, and by implication also the reasons why cooperation has not been very successful in many instances in the past, we cannot avoid questions about functions, goals and purposes, which we have dealt with only in a descriptive way in this chapter.

Attempts to achieve more collaboration between different groups of staff and different agencies are not necessarily well served by assumptions about the commonality of aims pursued. One of the flaws in the report, "Community of Interests", as we have already noted (cf chapter 2, discussion of the youth service tradition), was the failure to clarify the differences in the functions among the services which it was proposed to bring together by means of "area associations" for coordinated planning of leisure provision. In practice a clear understanding amongst staff of the variety of goals of other agencies is likely to assist the process of collaboration and the avoidance of 'territorial' conflicts from which local government has not yet been altogether liberated.

The point to be made here, however, is a simple and obvious one. Organizational arrangements by themselves cannot promote collaborative links. The ways staff see their roles is critical. Further, differentiation of functions and degrees of specialization, with an eye to the possibilities for collaboration and linkage with other agencies may be the best way of achieving a higher quality of work in the fields of CE and LR.

Specialization of roles however requires that staff are willing and able to decide on priority areas of work, on the basis of clearly defined goals and an understanding of the relationship between short and medium term objectives and the long term functions of the services which they are employed to provide.

One of the regions which the project studied, had a clear statement of goals which were available to all staff and to members of the public. In both the other regions, officials said that they were working on a statement of purposes although at the time these were not available. Amongst the districts the situation, as in other respects, varied considerably. A few had elaborate policy documents. The majority had little or no such material.

It would not do to exaggerate the importance of these facts. The existence or absence of policy documents may be of limited significance, particularly where verbal communication amongst the different levels and branches of small organizaion is good, where policy is being formulated in a rapidly changing set of circumstances or for a variety of other reasons.

However it became clear as a result of many interviews with senior staff involved in all branches of CE and LR that prioritization of a kind was taking place, which was based on assumptions which were rarely made explicit. We should hasten to say this was not because there was anything to hide. The assumptions were often obvious and aroused no controversy when, in the course of interviewing, they were referred to. The research team came to see this 'informal' prioritization in terms of a divide between 'mainstream' and 'special' provision.

In LR, as we have said, what was 'mainstream' was quite straightforward. That was the provision, the maintenance and the improvement, where possible, of the facilities for a certain number of indoor and outdoor recreational sporting activities. The original decisions to develop these particular facilities frequently lay in the mists of time past although staff sometimes drew attention to national reports and participation statistics to justify their continuing provision and development. In LR 'special provision' was what was being done by sports officers, Leisure Leaders and others involved in activities or projects 'face-to-face' with members of the public.

In CE what was 'core' or 'mainstream' and what was special provision was interpreted in different ways, in relation to LR and among the different branches of CE. For the YC service in many areas, as a later chapter indicates (cf chapter on Community Centres), 'mainstream' provision was composed of a relatively fixed number of groups using a community centre for an allotted space in a weekly programme. In any given day there might for example be a mothers and toddlers group in the morning, an OAP lunch club between 12-2 pm, an occasional unemployed group during the afternoon and a youth club or 'Family Night' in the evening. What was 'special' provision was more difficult to define in the case of CE than in LR. For one thing, maintaining an open door to all comers, particularly those with special needs, was seen as a crucial part of their task. Nevertheless it was frequently possible to identify what staff saw to be beyond their normal 'mainstream' work, although the definitions of 'special' might vary from centre to centre. In one it might be work with an unemployed group. In another it might involve special fund raising activities or gala events.

The relationship between mainstream and special provision was not fixed and immutable. In one region a decision had recently been taken to include 'special' unemployed provision within the 'mainstream' work of the service and field staff were clearly unsure as to how to proceed, in the absence of support or guidance from management, and with continuing 'mainstream', time-consuming responsibilities for the administration and supervision of their facilities.

At a 'service' level also, (as opposed to local centre level) on the CE side youth work was considered in many areas a long-standing 'mainstream' commitment which had in recent years received far too little attention. On the LR side, at a 'service' level 'special' provision in one area specifically referred, as in CE, to work with disadvantaged groups, including women, the handicapped, the unemployed, rural dwellers and so on.

'Mainstream' and 'special', we should stress were not terms used by staff themselves in any but a small handful of instances. The distinction however helped us to begin to see more clearly the value which staff put on different tasks which they were expected to perform. (Besides this it underlined the degree to which staff appeared to operate on shared, implicit assumptions in both CE and LR.) What was considered valuable work was not necessarily 'mainstream', and frequently it was felt that parts of their 'mainstream' remit (eg youth work) were undervalued or given a low priority within the organization.

The question of value raises issues of marginality which present another set of 'angles' on the relationships between mainstream and special work in CE and LR. We do not propose to discuss such issues in depth. However it is to be noted that problems of marginality have a practical force in the everyday work of community educators or YC staff concerned, as in many areas they appear to be, with their public image. In this respect CE and YC workers feel they are 'marginal' in terms of resources and political prestige, by comparison with the much better resourced and prestigious formal sector of education, including FE and Higher Education. On the LR side, we have already referred to the often 'marginal' position of Leisure Leaders and Sports Officers within district LR hierarchies.

The organization of mainstream and special provision and the relationship between the mechanisms for each has become a focus of increasing attention during the period of the research project. This issue is elaborated in more detail in some of the case studies (cf particularly Sports Development Schemes) and in the final chapter. It does however relate closely to problems of outreach in particular, and in more general terms to problems of organizational change and development.

Two questions are particularly appropriate in this context. The first concerns the interpretation of claims to be "responsive to local needs", which are advanced by staff both in CE and in LR. The second relates to different organizational approaches to outreach work which are to be found on each side.

In Part III of this chapter some attention was given to the relationship between sports officers, leisure leaders, sports instructors and the like with other managerial staff in the LR departments in which they are based. We have said that they are frequently 'separate' from the main line-managements structures which ensure the maintenance of facilities, and may also be marginal to the main decision-making structures. Such organizational patterns and approaches differ in several critical ways from those to be found amongst Community Education workers involved in outreach. In effect two contrasting approaches to outreach work are to be observed.

A main plank of CE policy, which is common to all the regions studied, is that Community Education Services should be responsive to local needs. In principle it is recognised that at local levels there should be a degree of negotiation between Community Education workers and the public, that Community Education workers should be flexible about where they meet with members of the public, that they should meet as far as possible on their clients' terms, and that workers should exercise a degree of autonomy in the execution of their tasks.

Responsiveness is also a principle of management in district LR departments. However their notion of responsiveness appears to be different. It enters the planning process by a variety of formal and informal avenues: through consultations between senior staff and elected members, by discussions with voluntary organisations and clubs and sometimes (though infrequently) by means or questionnaires and surveys of the general public. The process is one where goals are set by policy makers and implemented by means of locally based staff at lower levels of the hierarchy. The early stages of planning are conceived to be about identifying needs (relating them to current objectives and the capacities of existing facilities); the later stages of the process are about implementing the policies defined at an earlier stage.

In the LR approach there is a sense in which negotiation at field level (where LR staff make contact with their clients) is confined within narrower limits than in CE. The tasks of the part-time coach or instructor are clear and reasonably straight forward. They have a skill in a particular sport and their job is to help individuals and groups to develop that skill in relation to the sport and to the highest level of proficiency within the constraints of money and time. Their position is different from that of the locally based CE worker or the part-time youth leader. It is perhaps more akin to the role of a CE part-time tutor. The base of the part-time coach is generally fixed in advance of a course. The terms of agreement between staff and clients are that skills and opportunities will be offered on the basis that participants will attend as regularly as possible at a certain centre, and perhaps for a fee. These are taken for granted. They appear obvious. Choice is an important principle but it is generally exercised at a single point in the programme, the point of entry. Participants choose to enter a sports scheme or not.

Two approaches to outreach work have been polarized rather sharply above. Several qualifying comments need to be added. First of all it would be difficult in practice to find approaches which neatly matched either of these modes of provision. It would be dangerous certainly to represent one as exclusively an LR mode and the other a CE mode.

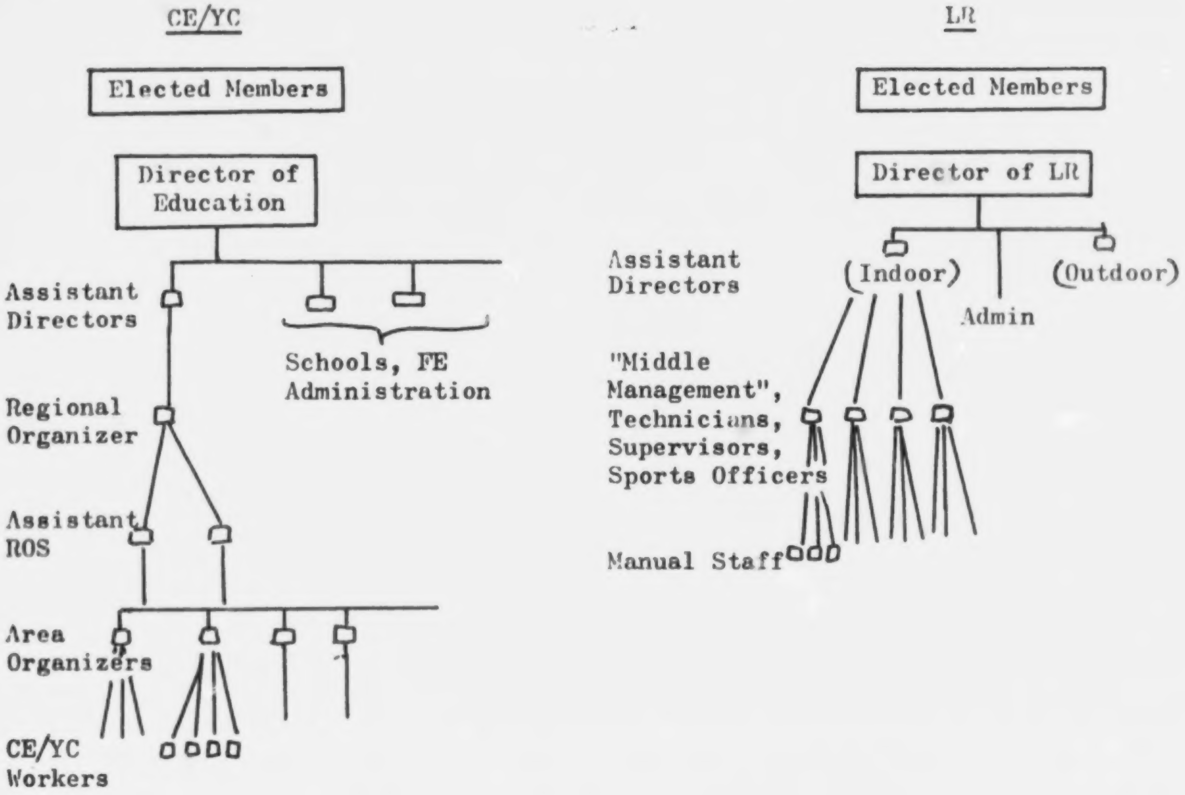
A good sports instructor, as Andy Roxburgh has recently pointed out, (cf SED, 1982: 90-93) will have far broader objectives than the mere transfer of specific skills or the fostering of competitive excellence.

The direction of the previous remarks may be clearer when we turn to the question of organizational patterns, in relation to outreach. We do not propose to enter the realms of academic debate about organizational theory, although in certain areas it is evident that a more rigorous analysis of tasks and a more systematic attempt to relate job specifications to those tasks would be beneficial in terms of staff morale and organizational effectiveness.

A few simple propositions are appropriate in relation to the characteristics of organizational structures in CE and LR departments. In terms of functions and objectives, they attempt broadly to be responsive to the needs of surrounding neighbourhoods and to act as 'umbrellas' for a variety of different kinds of provision. From a structural point of view they have clearly defined hierarchies of decision-making and accountability. In theory policy is made by management at whose pinnacle stand the elected members of the council. In theory policy is arrived at by a process of negotiation between elected representatives and officials at different levels. In practice, however the structure is normally rather different and control over policy making is differentially distributed amongst the various levels of the structure.

As we have noted, regional CE/YC and district LR structures do vary. However the basic frameworks do follow similar patterns and can be diagramatically represented as follows. (In the case of CE the model is based on the YC service with the justification that old YCS structures have continued with certain modifications to form the backbone of the CE Service in many areas.)

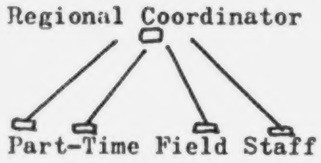
Diagram 4(a) Common Structures in CE and LR



By contrast with the above patterns, for various reasons some of the recent and most important developments in both CE and LR have tended to be implemented through different kinds of structures. Broadly speaking we have distinguished two basic types which share a number of characteristics, but also differ from each other as they do from the patterns outlined above. Both, for example, have foreshortened hierarchies. Both depend on numbers of full or part-time field staff, centrally coordinated.

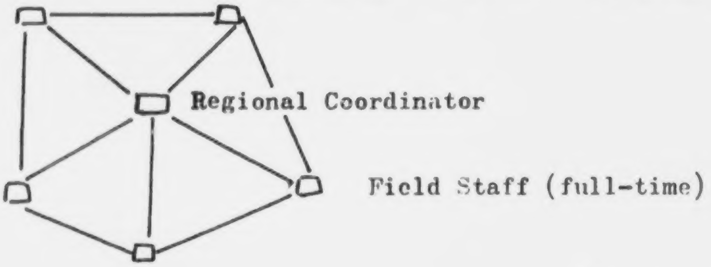
In each case to present the full hierarchy we would have to add Assistant Directors, Directors and Elected Members.

Diagram 4(b) Common Structures: Sports Development, Adult Literacy, (IFE)



Here objectives tend to be more explicitly defined at the level of coordination. The decision-making structure is hierarchial and there are clear lines of accountability as in 4(a). Staff in the field tend to be organized on a part-time basis from a number of fixed points. Theirs is not a roving commission inherent in the idea of 'area' responsibility. Modes of operation and intervention with client groups tend to be unproblematic and certain understood conventions prevail. Programmes and activities tend to have limited, clearly defined goals, usually set at a central or coordination level.

Diagram 4(c) Common Structures: Arts in Fife, Adult Basic Education (Central)



There is no easy way of representing this pattern, since the Regional Coordinator for the purposes of administration occupies a position similar to that in 4(b). As in 4(a) objectives tend to be defined in comprehensive terms often by reference to the principal of responsiveness to expressed needs. The framework however is deliberately 'loosened' at the joints. Field staff are expected to exercise their own judgement more than is the case in either 4(a) or (b). The coordinator tends to play down the central functions of supervision and ensuring accountability. 'Policy' is frequently decided in practice by negotiation amongst field staff and coordinator. It may emerge and continue to change as a result of direct negotiation with participants. The implementation of policy is diverse. As in 4(b) staff offer 'specialist' skills to individual participants and groups. The pattern at 4(c) is not necessarily 'better' than 4(b) and vice versa. The assumptions behind each pattern of organization and their goals are different. Each may seek to be 'responsive' in different ways. An examination of the case studies in later chapters will reveal some of these considerations.

However there are a number of conclusions to be drawn from a comparison of the structures of 4(b) and (c) with those at 4(a). In the past local authorities have frequently developed extended decision making hierarchies. However it is clear, and principles drawn from systems theory support this argument, that the more complicated and elongated such administrative hierarchies become the less efficient they are at responding to changing circumstances in their environment. Responsiveness requires organizational flexibility, a continuous flow of varied information about the environment, and a capacity to act in response to changing conditions at an appropriate speed. Effective change as far as we can tell from the findings of our research, frequently happens where channels of communication within the service structure are shortest; where an obvious latent 'market' is systematically uncovered by a programme with clearly defined objectives; or where staff with a degree of specialism, self-confidence and initiative have the freedom and resources to negotiate a programme with members of the public, where needs may not be explicit initially.

TABLE 4.1

		FIFE	TAYSIDE	CENTRAL
Full Time Professional Staff Employed at Regional Level, Community Education/Leisure and Recreation	Youth and Community Service/Community Education Service	38	42	21
	Informal Further Education	3	-	-
	Adult Basic Education/Adult Education	(5 P.T. Adult Literacy Coordinators)	6	7 (10 P.T. Adult Literacy Coordinators)
	Regional Centres	23	-	-
	Sports Development	-	-	1
	Community Use of Schools	6 (3 Head Teachers)	-	-
	Rangers, Parks	5	-	-
	Arts	4	2	-
	Outdoor Education	-	6	-
	Management	3	3	5
	P.T. Leaders - Youth and Community Service	250	250	92
	P.T. Informal Further Education	80	-	14
	P.T. Sports Coordinators	-	-	8
			Total 73 ?	
Finance	1981/2 Net Expenditure Estimated Outturn	3,795,740	1,877,003	Further Education, Other Centres 2,202,250 Social/Recreation 1,464,750
	Population of Area	399,191	340,341	271,210
Facilities	Youth and Community/Community Education Offices	9	2	4
	Youth and Community/Community Education Centres	15 (16 Voluntary)	11	21
	Art Centres	-	1	-
	Parks	1	3	1
	Regional Centres	3	-	-
	Community Education Centres/School Centres, Community Use of Schools	9 Community Use of Schools		1 (8 F.E. Lounges)
	Outdoor Education Centres	-	5	-
	Community Wings	-	6	2
	Residential Centres	2	1	2

TABLE 4.2

	FIFE			TAYSIDE			CENTRAL			
	Dunfermline	Kirkcaldy	NE Fife	Dundee	Angus	Perth and Kinross	Stirling	Falkirk	Clack-mannan	
Staffing	30	55	51+	99	33	32	82+	74	11	F.T. Non-Manual/Professional
	229	207	99+	398	152	137	110+	341	78	F.T. Manual (Permanent)
	2	6	23+	8	6	1	1+	3	-	P.T. Non-Manual
	40	68	23	148	35	N/A	47	75	12	Libraries, Museums and Art Galleries F.T. (Non-Manual)
	22	24	14	25	13	N/A	18	20	14	Libraries, Museums and Art Galleries P.T. (Non-Manual)
Finance	2,442,205	3,507,270	2,355,310	6,417,937*	1,937,347*	2,180,256*	2,586,480	3,390,335	878,220*	Net Expenditure 1981/2 Estimated Outturn
	554,585	773,105	366,660 1982/3	2,426,303	578,555	649,812	793,790	904,000	210,470	Libraries, Museums and Art Galleries Net Expenditure 1981/82 Estimated Outturn
	125,796	149,499	65,046	188,732	91,790	118,669	79,374	143,833	48,003	Population
Facilities	23	30	15	-	8	3	10	29	10	Halls, Community Centres
	2	2	1	2	5	1	1	6	1	Swimming & Leisure Centres, Sports Centres and Swimming Pools
	-	42	11	26	-	120	11	4	20	Parks
	17	21	16	16	11	N/A	14	8	17	Libraries
	3	6	2	6	4	4	1	3	1	Museums, Art Galleries
	1	1	-	2	1	-	-	-	-	Theatres

*Note: These figures include Net Expenditure 1981/82 for Libraries, Museums and Art Galleries

+ Note: These figures include Staff in Libraries, Museums, Art Galleries.

TABLE 4.3

PATTERNS OF ADMINISTRATIVE INTEGRATION IN THE REGIONS AND DISTRICTS OF TAYSIDE, FIFE AND CENTRAL: PROVISION OF CE AND LR

	Fife	Tayside	Central
Region/CE/LR	Comprehensive (a) (ABE under FE)	Separate (Comprehensive CES includes ABE/OE)	Unintegrated/ Diversifying (b) YCS/FE (Planning) Sports Development Scheme IFE AE/ABE
District/LR	Dunfermline Two Unintegrated Depts. (c) (Libraries/ Galleries; LR)	Dundee Four Unintegrated Depts. (Parks; LR; Libraries; Museums/ Galleries.)	Stirling Integrated LR Dept.
	Kirkcaldy Integrated LR Dept.	Perth & Kinross Three Unintegrated Depts. (Parks/Recreation/ Tourism; Libraries; Museums/Galleries	Falkirk Two Unintegrated Depts. (Amenity and Recreation; Libraries/ Museums/Galleries)
	NE Fife Integrated Recreation Dept.	Angus Two Unintegrated Depts. (Parks/Recreation/ Tourism; Libraries)	Clackmannan No LR Department. 3 Separate Depts. responsible to Chief Admin. Asst. (Baths/Halls; Parks; Libraries)

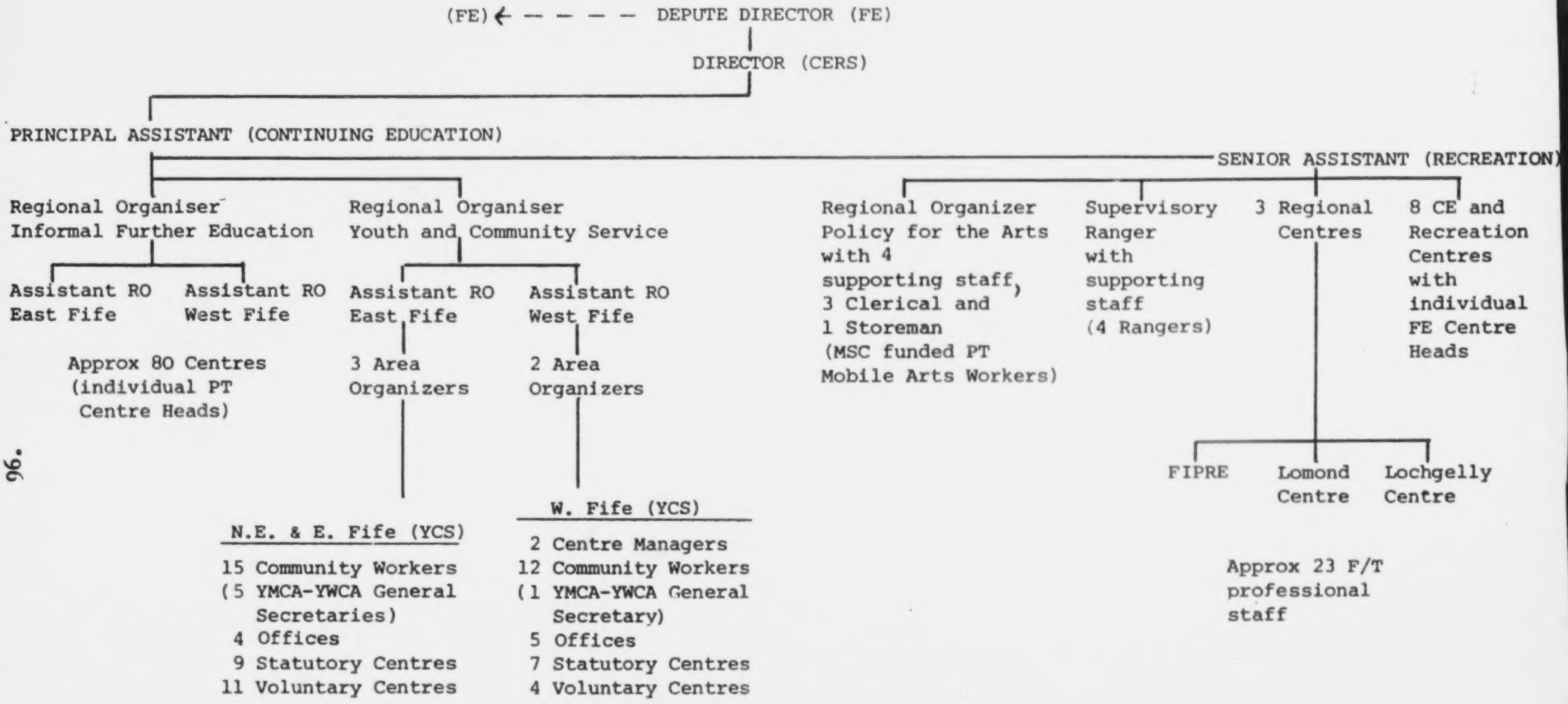
NOTES

(a) Each of the descriptive categrories used in relation to the regions, refers t the degree of administrative integration, at the level of management, between the structures providing for CE and LR.

(b) No CES set up in Central after Alexander. No formal LR Dept. Pattern of diversification based on structures established at regionalisation within Education Department. Planning has taken on an **animation role in relation to certain** aspects of LR in Region and districts of Central.

(c) Each of the descriptive categories used in relation to the districts, refers to the degree of administrative integration, at management level, between the structures providing for maintenance of Parks/LR on the one hand, and Libraries/ Museums and Galleries on the other.

FIFE REGION: COMMUNITY EDUCATION AND RECREATION SERVICE


(FE)
DEPUTE DIRECTOR (FE)
DIRECTOR (CERS)
PRINCIPAL ASSISTANT (CONTINUING EDUCATION)
SENIOR ASSISTANT (RECREATION)
Regional Organiser Informal Further Education
Assistant RO East Fife
Assistant RO West Fife
Approx 80 Centres (individual PT Centre Heads)
Regional Organiser Youth and Community Service
Assistant RO East Fife
Assistant RO West Fife
3 Area Organizers
2 Area Organizers
N.E. & E. Fife (YCS)
15 Community Workers
(5 YMCA-YWCA General Secretaries)
4 Offices
9 Statutory Centres
11 Voluntary Centres
W. Fife (YCS)
2 Centre Managers
12 Community Workers
(1 YMCA-YWCA General Secretary)
5 Offices
7 Statutory Centres
4 Voluntary Centres
Regional Organizer Policy for the Arts with 4 supporting staff, 3 Clerical and 1 Storeman (MSC funded PT Mobile Arts Workers)
Supervisory Ranger with supporting staff (4 Rangers)
3 Regional Centres
8 CE and Recreation Centres with individual FE Centre Heads
FIPRE
Lomond Centre
Lochgelly Centre
Approx 23 F/T professional staff

KEY

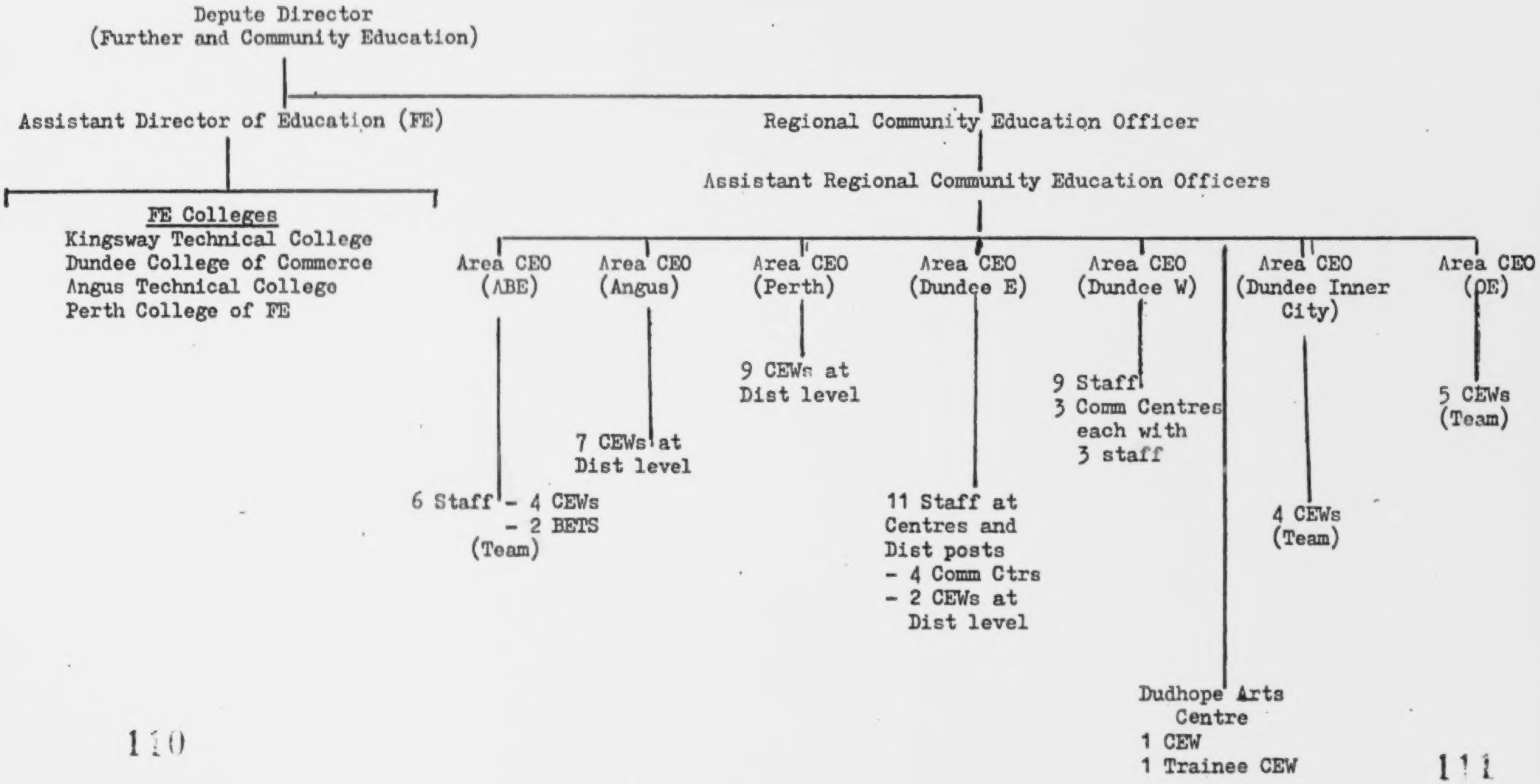
RO = Regional Organiser

FIPRE = Fife Institute of Physical and Recreational Education

(1981)

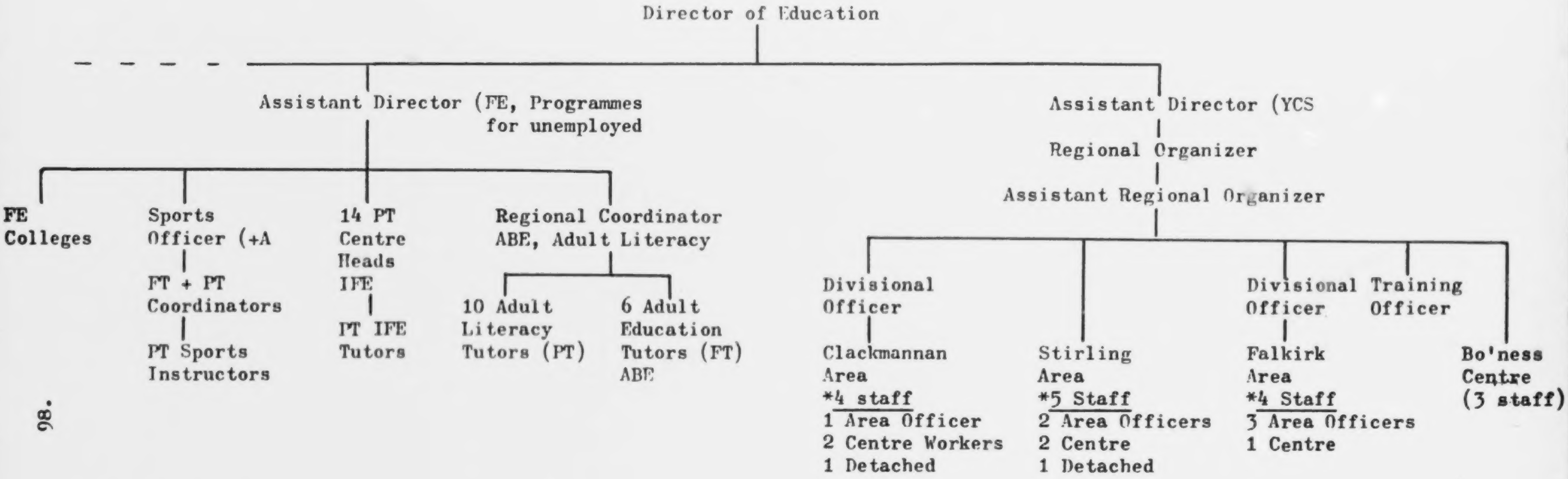
ORGANISATIONAL STRUCTURE - COMMUNITY EDUCATION SERVICE

TAYSIDE REGION



- Depute Director (Further and Community Education)
  - Assistant Director of Education (FE)
    - **FE Colleges**
      - Kingsway Technical College
      - Dundee College of Commerce
      - Angus Technical College
      - Perth College of FE
  - Regional Community Education Officer
    - Assistant Regional Community Education Officers
      - Area CEO (ABE)
        - 6 Staff - 4 CEWs
          - 2 BETS
          (Team)
      - Area CEO (Angus)
        - 7 CEWs at Dist level
      - Area CEO (Perth)
        - 9 CEWs at Dist level
      - Area CEO (Dundee E)
        - 11 Staff at Centres and Dist posts
          - 4 Comm Ctrs
          - 2 CEWs at Dist level
      - Area CEO (Dundee W)
        - 9 Staff
        - 3 Comm Centres each with 3 staff
      - Dudhope Arts Centre
        - 1 CEW
        - 1 Trainee CEW
      - Area CEO (Dundee Inner City)
        - 4 CEWs (Team)
      - Area CEO (OE)
        - 5 CEWs (Team)

CENTRAL REGIONAL COUNCIL - ORGANIZATION OF YCS, ABE, SDS, IFE


Director of Education
Assistant Director (FE, Programmes for unemployed
Assistant Director (YCS
FE Colleges
Sports Officer (+A
FT + PT Coordinators
PT Sports Instructors
14 PT Centre Heads IFE
PT IFE Tutors
Regional Coordinator ABE, Adult Literacy
10 Adult Literacy Tutors (PT)
6 Adult Education Tutors (FT) ABE
Regional Organizer
Assistant Regional Organizer
Divisional Officer
Clackmannan Area *4 staff 1 Area Officer 2 Centre Workers 1 Detached
Stirling Area *5 Staff 2 Area Officers 2 Centre 1 Detached
Divisional Officer
Falkirk Area *4 Staff 3 Area Officers 1 Centre
Training Officer
Bo'ness Centre (3 staff)

(*All Field Staff report directly to Divisional Officers or, in the case of Stirling Area, to Assistant RO. Area Officers do not have line management role.)

CHAPTER 5

A Survey of Participants and Users of Leisure and Recreation and Community Education Facilities, Programmes and Centres.

The following results and their interpretations derive from a sample of 826 respondents who completed the questionnaire, found in Appendix 4 and it represents a freeze frame cross section of the users who were in these facilities and programmes at the end of the Summer of 1982; essentially they represent in many cases new enrolments for the commencing Autumn Session, but also in the Leisure and Recreation field are drawn from areas of provision that are not interupted by a Summer break. The sampling was geographically determined by the choices made earlier of the areas/districts for detailed study, eg West Fife/Dunfermline District, and within these the choice of facilities/programmes/institutions was made in conjunction with professional staff, who were asked to suggest a range of facilities/programmes/institutions that would give us a representative sample of the work of Leisure and Recreation and Community Education. (As has been discussed earlier, the study of Leisure and Recreation has been limited to those aspects of the field which coincide closely with areas of work in Community Education.) The original intention was to attempt a sample of 150 respondents x 6 areas - W Fife Community Education, Dunfermline District Leisure and Recreation, Stirling Area Community Education, Stirling District Leisure and Recreation, Dundee Area Community Education, Dundee City District Leisure and Recreation, however, in practice these samples have been modified. To avoid a consistant bias, the selection of participants has taken place under several different conditions - some were gathered by the three researchers, some were gathered by staff in the institutions/programmes/facilities, some were distributed on a fill them in yourself basis - and all sampling was made without reference to any quotas on population parameters: in short we believe the sample to be random, though representative of the time of year. There may well be differing forms or levels of use of particular facilities dependent upon season and this sample makes no attempt to investigate those differences, however, sampling was delayed or returned to, for programmes that had not commenced when the main sampling took place.

It is our intention to use the data gained cautiously and derive descriptive statements from it and in so doing rounded up percentages will be commonly used as bases for comparison. In analysis, as far as is possible, the original categories of answers will be preserved, but where they have been amalgamated for statistical analysis it will be indicated. Both raw frequencies and derived percentages will be presented side by side and percentages based on totals under 20 will be square bracketed to indicate this. This chapter will present an item by item descritpion of data with its interaction with other parameters where that is of value.

Summary

The data potentially lend themselves to 5 differing levels of analysis

1) Comparison of the user population between the Community Education and Leisure and Recreation services
2) Between the geographical areas in which the survey took place
3) Comparisons between constituent fields within a service (ie Informal Further Education compaired with Adult Basic Education)
4) Comparison between individual programmes or centres and
5) Comparisons between individual users.

This chapter will concern itself predominantly with the first two and occasionally with the third levels of analysis, the others being more appropriately of concern in the following chapters.

At the first level there is very little to distinguish the users of Community Education Facilities as a whole from the uses of Leisure and Recreation Facilities (given our narrow definition of Leisure and Recreation Facilities for the purpose of this research). Users of both services seem to be predominantly drawn from within a narrow hinterland of 1 - 2 miles of the facility they use, coming in equal proportions on foot and by car. Users spend on average 3 hours weekly in facilities and come for one purpose only. The age structure of the user populations of both services does not differ significantly, though both vary significantly from the age structure of the general population in the combined three regions as measured by the last census. Similarly there is little difference in the sex ratio of the user population of both services, though both are clearly heavily biased in favour of females and differ significantly from the general population. In terms of the marital status of users, the Community Education Service as a whole does seem to cater more for the divorced and separated (possibly one parent families using Playgroups) and the Lesure and Recreation service do seem to attract more widowed people, however, if these two categories are combined, there seems to be no significant difference between the proportion of single and married users of both services, nor between those users with children under 16. In terms of the employment position of both services, there is little difference between the proportions of those in full time work, housewives and working housewives, however, there is some evidence that the Community Education Service is catering for the unemployed more than Leisure and Recreation, though Leisure and Recreation seems to cater more for the retired than Community Education. Both services however, fail to attract a user population which is truly representative of its total surrounding population. In terms of social class, there is some evidence of a difference between the services, Community Education seeming more biased to the higher social classes. However, against general population trends both services tend to be over represented in that direction. Analysis of the public facilities used in the last 6 months by interviewees in Community Education and Leisure and Recreation facilities do tend to suggest slight population differences in terms of leisure interests and though they may not be easily distinguishable in terms of other demographic parameters there may well be a valid distinction to be made in terms of leisure predisposition.

The data shows clearly that participation is influenced by many factors, the nature of the facility, centre or programme itself being a primary factor; for example there is a tendency for the younger sector of the population to make use of Outdoor Public Sports facilities, whereas Community Centres may draw on a population of all ages. Apart from age, sex, social class, and employment status significantly influence patterns of participation. It is not intended in this chapter to evaluate in the light of their published policy how successful Leisure and Recreation and Community Education Departments are, but it is evident from the data that participation overall significantly diverges from what might be expected if it were representative of the total population. In short some groups make greater than average use of a facility, centre or programme, and some less than average.

The first striking evidence is just how local participation is, with participants coming from the immediate neighbourhood of centres; regardless of whether participation is in District organised Leisure and Recreation centres or in Regionally organised Community Education centres the vast majority of users come from within a 2 mile radius. If notions of meeting needs or of sensitivity to locality are embodied in the policy of these organisations, then it is predominantly at the neighbourhood level they must respond. Indeed the question of geographical access and the level of local government at which these services is organised is a very real one, and it is open to question how far the mere fact of residence within a Region or even a georgraphically large District does give real access to a single specialised facility provided for the whole Region or District. The availability of transport public or private is clearly an influential factor in considering access, and it is interesting to note how little public transport is used, or conversely how many people arrive by car when travelling short distances to centres and programmes. Access is, however, not solely a matter of distance from centres or means of transport, it is evident in the differing amounts of time participants have available and it is fairly clear that behind an average participation time of 2 - 3 hourse weekly, there are differing patterns of participation or usership, some groups making significantly greater usage of the facilities than others.

Some groups seem to be well served by both services, but it would appear that it is at the expense of others; the younger half of the population, those in higher social classes, those with higher education appear to make greater demands on the services while the older population, those in lower social classes and the less well educated are under represented in programmes and in centres.

Clearly at such a macro level of analysis, it does not appear that there have been major changes in patterns of participation since the publication of the Alexander Report and the institution of Community Education Services in some Regions and combined Leisure and Recreation departments at local government reorganisation; though such changes are not evident in these broad terms, they may well be visible in a more detailed analysis of particular programmes, facilities and centres. Similarly, despite the apparently different forms of organisation of Community Education and Leisure and Recreation in the three Regions and Districts studied, there is no clear and powerful evidence that any one of the organisational frameworks is associated with a pattern of participation different from that previously described, however, there may well be valuable evidence of the relationship between organisation and participation in a more detailed study of programmes and centres.

The Sample

The original intention was to gather 150 respondents x six areas, a total of 900, however some areas of study were expanded to cover their complexity, while others were contracted by poor response. Eventually 1065 questionnaires were issued and 826 returned - representing a 76% return rate.

Sampling by Community Education/Leisure and Recreation and by Area/District is as follows:-

Table 1 Breakdown of Responses by Region/Service

	L & R	[CE/YC/IFE]	Total
Dundee	95 (12%)	154 (19%)	249 (30%)
Stirling	90 (11%)	127 (15%)	217 (26%)
Dunferline	127 (15%)	233 (28%)	360 (44%)
Total	312 (38%)	514 (62%)	826 (100%)

The Distance Participants Travel to Use Centres/Facilities/Programmes

Clearly, discussion about the relation between local government and the organisation of local services is relevant to a study of the provision and management of Community Education and Leisure and Recreation Facilities, and consequently we attempted to clarify what the hinterland of facilities/centres/programmes is. Though particular facilities may have extremely wide areas from which they draw their population, typically participants and users come from within a short distance.

Table 2a Distance Travelled in Miles to Centres x Service

	Under 1 mile	1-2	3-5	6-10	11-15	16-20	20+	Total
CE	245 (48%)	113 (22%)	84 (16%)	50 (10%)	8 (2%)	9 (2%)	5 (1%)	514 (100%)
LR	149 (48%)	60 (19%)	57 (18%)	25 (8%)	4 (1%)	4 (1%)	13 (4%)	312 (100%)
Total	394 (48%)	173 (21%)	141 (17%)	75 (9%)	12 (1.5%)	13 (1.5%)	18 (2%)	826 (100%)

Table 2b Distance Travelled in Miles to Centres x Region

	Under 1 mile	1-2	3-5	6-10	11-15	16-20	20+	Total
Dundee	90 (36%)	54 (22%)	70 (28%)	17 (7%)	5 (2%)	4 (2%)	9 (4%)	249 (100%)
Stirling	122 (56%)	47 (22%)	19 (9%)	15 (7%)	4 (2%)	5 (2%)	5 (2%)	217 (100%)
Dunfermline	182 (51%)	72 (20%)	52 (14%)	43 (12%)	3 (1%)	4 (1%)	4 (1%)	360 (100%)

While both Community Education and Leisure and Recreation show very similar patterns of user travel, 48% of users coming from within 1 mile of the centre/programme, 69% coming from within 2 miles, 86% from within 5 miles, there do appear to be Area/District differences within these first three categories. x^2 analysis of the differences between the services gives a value of $x^2 = 4.02$, with $v = 4$ and is not significant, however analysis of the differences between regions gives a x^2 value of 50.76, with v = 8 and is highly significant at the 0.001 level. Within 1 mile of the centre only 36% of Dundee's respondents fall as opposed to 56% of Stirling's, and though all three regions have relatively similar percentages of respondents in the 1 - 2 mile category, Stirling has only 9% in the 3 - 5 mile band compared with 28% for Dundee. Clearly the three areas differ in many ways, Dundee a large city, Dunfermline a mixed town and country area, and Stirling a town with extensive countryside, and though there is little difference between long distance travel, ie more than 6 miles - 14% for the whole sample, 15% for CE 14% for L & R, 15% for Dundee, 13% for Stirling, 15% for Dunfermline, there do appear to be slight differences in the lower range of travel with City travellers seeming more mobile. Clearly the major point of importance is the apparently small hinterland for centres/facilities and the question this raises about the adequacy of provision in rural areas.

The nature of the facility/centre/programme itself is an important factor, in Dundee for example Duntrune Gardens with its special Saturday programme, and Camperdown Wild Life Centre attract people from considerable distances, while the Ranger Service, at that time centred on Templeton Woods has a very local population of users mainly coming from within 1 - 2 miles from the neighbouring housing development. Conversely in Stirling, its location as a throughway for car borne tourists brings people from all over Scotland as well as Britain into contact with its Ranger Service in access areas and guided walks, though the service caters for a local population as well. Notably on the Community Education side, Adult Basic Education seems to attract participants some considerable distance, possibly because of the nature of the programme they offer. Carnegie Hall in Dunfermline and the new pool complex seem to attract participants from a considerable distance, as does the IFE programme. In short Community Centres tend to cater very much for the local community, and specialised forms of provision have a wider hinterland, possibly because of their relative scarcity.

Means of Travel to Centre/Facility/Programme

Participation and use of the facilities provided by Leisure and Recreation and Community Education depend to some extent on how accessible both services are, when 60% of users come from within 2 miles it is interesting to note 43% of users come on foot, 44% by car, and only a small proportion 11% use public transport. Statistical analysis of the differences between the two services provides a x^2 value of 3.19, with v = 3 and is not significant, however, comparison between the regions provides a value of x^2 = 12.61, with v = 6 and is significant at the 0.05 level. While there appears to be little difference between Community Education and Leisure and Recreation, there does appear to be some difference between the areas/districts - in Dundee 16% public transport users, in Stirling 7%, in Dundee 37% of users coming on foot, 47% in Stirling, and perhaps as may be the case in the distance travelled to the centre, the differing natures of the areas, and possibly the greater provision of public transport in Dundee City affects patterns of participation. The small category 'other' includes, cyclists, motorcyclists and community transport, occasionally particular forms of linked transport provision, for example a day care club for the elderly depends upon the provision of transport facilities with car pool and minibus; this is an area of provision and accessibility which could bear further consideration.

Table 3a Means of Travel x CE/LR

	Public Transport	Car	Foot	Other	Total
CE	62 (12%)	226 (44%)	215 (42%)	11 (2%)	514 (100%)
LR	26 (8%)	138 (44%)	142 (46%)	6 (2%)	312 (100%)
Total	88 (11%)	364 (44%)	357 (43%)	17 (2%)	826 (100%)

Table 3b Means of Travel x Region

	Public Transport	Car	Foot	Other	Total
Dundee	39 (16%)	111 (46%)	93 (37%)	6 (2%)	249 (100%)
Stirling	16 (7%)	95 (44%)	103 (47%)	3 (1%)	217 (100%)
Dunfermline	33 (9%)	158 (44%)	161 (45%)	8 (2%)	360 (100%)
Total	88 (11%)	364 (44%)	357 (43%)	17 (2%)	826 (100%)

Amount of Time Spent Weekly in Centres/Facilities/Programmes

In using the services of CE and LR not all participants may make similar demands on time; and indeed not all activities last for the same length of time. For example squash court usage is often measurable, in discrete periods of 45 minutes, often with a maximum of 2 consecutive periods bookable, similarly classes in Informal Further Education tend to run from $1\frac{1}{2}$ to 2 hours weekly as indeed play groups tend to run for $2\frac{1}{2}$ to 3 hours daily. Our interest lies in how long users remain in Centres on a weekly basis and the evidence would seem to suggest that there are two populations of users, firstly a population who use the service once a week for 2 - 3 hours on average and a population who make repeated use or longer use of the service for above 5 hours weekly. This bimodal distribution is evident both in the CE and L & R.samples and in each of the area/district samples and would suggest fairly strongly that there are either two differing types of user or two differing types of usage or an interaction of the two. In any future work it may well be advisable to extend the weekly timescale to permit more precision. Those respondents who have used the category 'none' may either be casual spectators or those who use services infrequently and indeed they may reflect a third distinction which is important, that of non users and non regular users. Though this bimodal distribution shows in CE and LR there appears to be some tendency towards longer usage in Community Education.

Notwithstanding the bimodal distribution, in an attempt to compare mean participant usage time weekly, the following computation may be used, defining 'under 2 hours' as 1 hour, '2 - 3' as 2.5 hours, '4 - 5' as 4.5 hours and '5+' hours as 5 hours.

$$\text{Mean Usage Time} = \frac{\text{respondants x time}}{\text{respondants}}$$

$$\left.\begin{array}{l}\text{Mean usage time CE} = 1660/614 = 3.23 \text{ hours}\\ \text{Mean usage time LR} = 896/312 = 2.87 \text{ hours}\end{array}\right\}$$

Mean usage time weekly being 3.23 hours in Community Education facilities as opposed to 2.87 hours in Leisure and Recreation.

Analysis of differences between both services provides a value of $x^2 = 11.61$, with $v = 4$ and is significant at the 0.025 level, however, comparison between the regions provides a value of $x^2 = 12.9$, with $v = 8$ and is not significant.

Table 4a Amount of Time Spent Weekly (hours) x CE/LR

	None	Under 2 Hours	2 - 3	4 - 5	5+	Total
CE	25 (5%)	72 (14%)	180 (35%)	94 (18%)	143 (28%)	514 (100%)
LR	24 (8%)	66 (21%)	102 (33%)	50 (16%)	70 (22%)	312 (100%)
Total	49 (6%)	138 (17%)	282 (34%)	144 (17%)	213 (26%)	826 (100%)

Table 4b Amount of Time Spent Weekly (hours) x Region

	None	Under 2 Hours	2 - 3	4 - 5	5+	Total
Dundee	22 (9%)	37 (15%)	83 (33%)	34 (14%)	73 (29%)	249 (100%)
Stirling	9 (4%)	32 (15%)	80 (37%)	42 (19%)	54 (25%)	217 (100%)
Dunfermline	18 (5%)	69 (19%)	119 (33%)	68 (19%)	86 (24%)	360 (100%)
Total	49 (6%)	138 (17%)	282 (34%)	144 (17%)	213 (26%)	826 (100%)

Area of Residence

The evidence on how far people travel is confirmed by that given in response to the question of their area of residence. Responses were simply divided into 3 categories, residence in the same local government district as the centre in which they were interviewed, residence in the same region but a different district from the centre in which they were interviewed, and respondents coming from outside the Region. 95% of the respondents come from within the same district, the remaining 5% being equally divided in the other 2 categories. Just as in the question of distance travelled, it is specialised facilities or programmes or special events that draw people from outside the region, for example Lochore Meadows in Fife attracting people over from Lothian, or Duntrune Gardens in Dundee attracting people over from North East Fife: similarly tourism in the Stirling District is evident in the clientele of the Ranger Service, though this was only minimally visible since our questionnaire was carried out very late in the season.

There is surprisingly little difference between Community Education based respondents and Leisure and Recreation based respondents if it is considered that the two services are organised at different levels of local government, CE being a Regional Function, L & R a District Function, additionally there seems to be little variation between the areas/districts studied. Analysis of differences between services provides a value of $x^2 = 1.44$, with $v = 2$ and is not significant, similarly regional comparisons provide a value of $x^2 = 3.97$, with $v = 2$ and is not significant.

Table 5a Area of Residence x CE/LR

	Live in Same District as Centre Used	Live in Same Region as Centre Used	From Out of Region	Total
CE	490 (95%)	13 (3%)	11 (2%)	514 (100%)
LR	293 (94%)	8 (3%)	11 (3%)	312 (100%)
Total	783 (95%)	21 (2.5%)	22 (2.5%)	826 (100%)

Table 5b Area of Residence x Region

	Live in Same District as Centre Used	Live in Same Region as Centre Used	From Out of Region	Total
Dundee	231 (93%)	10 (4%)	8 (3%)	249 (100%)
Stirling	205 (94%)	6 (3%)	6 (3%)	217 (100%)
Dunfermline	347 (96%)	5 (1%)	8 (2%)	360 (100%)
Total	783 (95%)	21 (2.5%)	22 (2.5%)	826 (100%)

Multiple Usership of Facilities

Usership of Centres/Facilities/Programmes if expressed in terms of proportional utilisation may conceal the fact that only a small group of people make predominant use of the facility. We, therefore, wished to establish not only how long respondents spent in the facility/programme/centre in which they were interviewed but also whether they were multiple or single users of the facility. 64% of respondents report that they do not use the facility in which they were interviewed for any other activities/classes than the one they had come for on the day they were interviewed. Statistical analysis of the differences between services gives a x^2 value of 3.18 with v = 1 and is not significant, similarly, comparisons between the regions give a value of $x^2 = 0.32$, with v = 2 and is not significant. While there appear to be no differences between the areas/districts studied, there does appear to be indications of a small difference between respondents from Community Education facilities and those from Leisure and Recreation facilities, 39% of CE respondents reporting multiple usership as opposed to 32% in L & R. It is possible that the nature of the facilities themselves may have a bearing, since some tend to be designed for one purpose alone, eg squash courts and others are clearly multipurpose by design, eg a community hall used for creches, badminton, bring and buy sales etc, though a blend of single and multipurpose facilities are found in both areas of work.

Table 6a **Multiple User of Facility x CE/LR**

	Yes	No	Total
CE	198 (39%)	316 (61%)	514 (100%)
LR	101 (32%)	211 (68%)	312 (100%)
Total	299 (36%)	527 (64%)	826 (100%)

Table 6b **Multiple User of Facility x Region**

	Yes	No	Total
Dundee	89 (36%)	160 (64%)	249 (100%)
Stirling	82 (38%)	135 (62%)	217 (100%)
Dunfermline	128 (36%)	232 (64%)	360 (100%)
Total	299 (36%)	527 (64%)	826 (100%)

Age of Respondents

Clearly any form of provision for the population of a region/district as a whole must address itself to the structure of that population and age is one parameter which can readily be used. In this study we have chosen to examine the population of users over the age of 16 since some areas, Informal Further Education for example are not open to the under 16s. The survey deliberately leaves out many areas in which the under 16s are strongly represented, junior youth clubs being one notable example, though senior or mixed age clubs have been visited. Similarly we have not documented young people's use of Leisure and Recreation facilities, or Community Centres and so on, but have sought to investigate post 16 adult participation. We have divided the population into the age bands 16 - 18 immediate post school, 18 - 20 and 21 - 24 young adult, and in decades 25 - 34 up to 64 and 65+. The latter category might in future studies be subdivided so that in the retired population finer distinctions might be made to reflect the distinctions that the retired population makes between 'young old', old and 'old old' (ref 1).

The existing categorisation of ages indicates a tri-modal distribution of population, a young population which declines in late teens and early 20s, a population in the 25 - 34 age group and a 65+ population. However, the smaller band widths of the young groups contribute to this interpretation; and if the 3 categories from 16 - 24 are summed, giving an approximately equal band width to the decades, a bidmodal distribution is apparent. The same trimodal/bimodal distribution is evident if the data is viewed by area/district or by Community Education/Leisure and Recreation, and gives a strong indication that both services are dealing with 2 distinct and overlapping populations of users, each of which may well participate in different ways or in different programmes/activities. Comparison with the age structure of the population of the district based on the 1980 population estimates (Appendix reveals the following:-

The age groups from 16 - 24 are over-represented in facilities/programmes/centres constituting around 15% of the population but 29% of the users. This pattern is born out in each of the areas studied, in Dundee they consitute 15% of the population but 34% of the users, in Stirling 15% of the population and 18% of the users, in Dunfermline 16% of the population and 33% of the users. A similar pattern holds for the age group 25 - 34; in Dundee they constitute 14% of the population but 24% of the users, in Stirling 15% of the population 29% of the users, in Dunfermline 14% of the population 28% of the users. It must not be forgotten that our user population is not identical to the general population since young children may not often be represented in the user population, and indeed our sample excludes the under 16 year olds; it must also be remembered that certain types of usership may not be visible in any questionnaire for example the under 5's at a creche or playgroup.

Whereas there is a tendency to proportional over representation in the younger adult age groups there is a concommitant under representation in older age groups, evident in all three area/district samples and typically in age groups over 45 years and continuing into the retired population as can be seen in Graph 1. While this imbalance is understandable in the older age ranges where age and infirmity may reduce the mobility of the population, the imbalance may well be more significant than it appears if variables such as sex and social class are

GRAPH 1 Proportion of District Population and User Population by Age Groups.

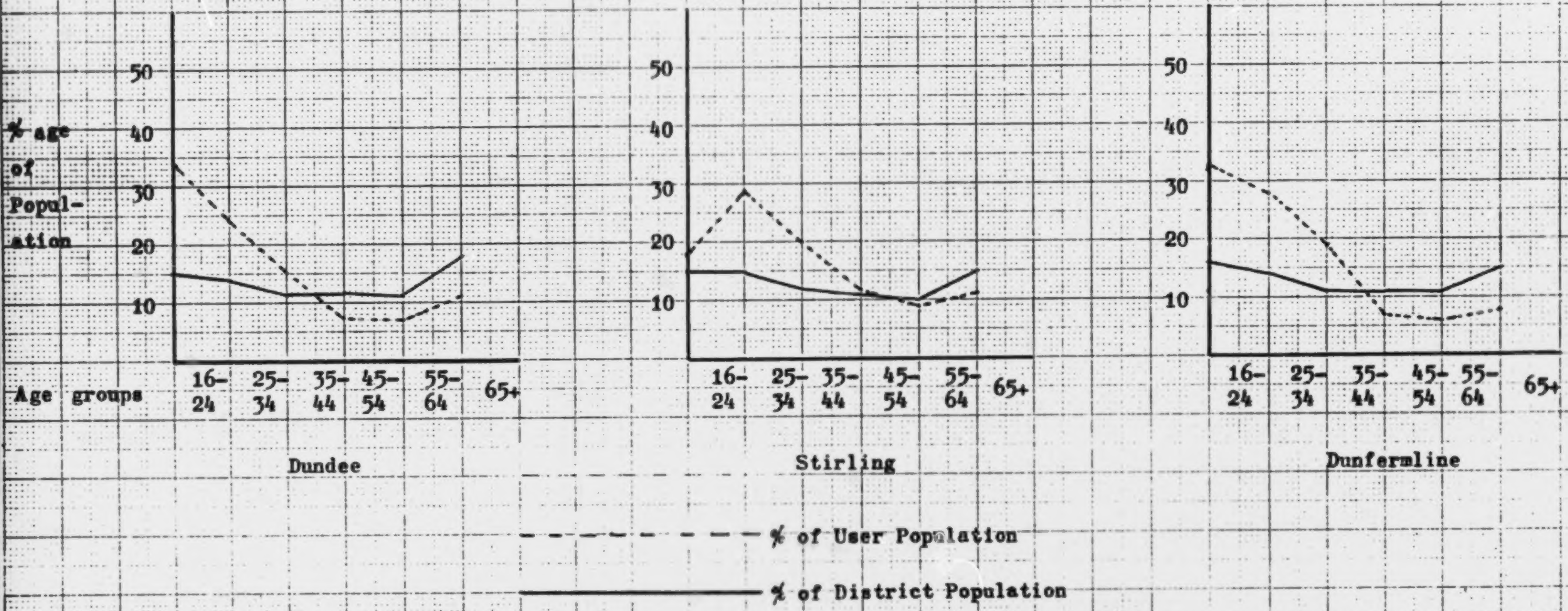


Table 7a AGE DISTRIBUTION OF USER X C.E./L.R.

	- 18 yr	18-20	21-24	25-34	35-44	45-54	55-64	65 +	TOTAL
C.E.	52 (10%)	40 (8%)	58 (11%)	137 (27%)	100 (19%)	49 (10%)	38 (7%)	40 (8%)	514 (100%)
L.R.	30 (10%)	26 (8%)	35 (11%)	88 (28%)	51 (16%)	22 (7%)	20 (6%)	40 (13%)	312 (100%)
TOTAL	82 (10%)	66 (8%)	93 (11%)	225 (27%)	151 (18%)	71 (9%)	58 (7%)	80 (10%)	826 (100%)

Table 7b AGE DISTRIBUTION OF USERS X REGION

	- 18yrs	18 - 20	21-24	25-34	35-44	45-54	55-64	65+	TOTAL
DUNDEE	32 (13%)	26 (10%)	27 (11%)	61 (24%)	38 (15%)	20 (8%)	18 (7%)	27 (11%)	249 (100%)
STIRLING	15 (7%)	9 (4%)	15 (7%)	64 (29%)	44 (20%)	26 (12%)	20 (9%)	24 (11%)	217 (100%)
DUNFERMLINE	35 (10%)	31 (9%)	51 (14%)	100 (28%)	69 (19%)	25 (7%)	20 (6%)	29 (8%)	360 (100%)
TOTAL	82 (10%)	66 (8%)	93 (11%)	225 (27%)	151 (18%)	71 (9%)	58 (7%)	80 (10%)	826 (100%)

into account. Statistical comparisons between the services show no significant differences with $x^2 = 8.07$, and $v = 7$, however, regional comparisons do indicate the basis of some differences with $x^2 = 28.07$, with $v = 14$ which is significant at the 0.025 level.

Sex Distribution of Users

The overall sex distribution of usership was 39% male and 61% female with little difference between CE and L & R: using the 1980 population estimates, the sex ratio in Dundee is male 47%; 53% female against a user population of male 39%: 61% female, in Stirling the population estimate is male 48%: 52% female and the user population male 34%: 66% female, similarly the Dunfermline population ratio is male 50%: 50% female with a user ratio of male 39%: 61% female. In all cases males are under represented and females over represented and as with age distribution, other variables (such as class and age) may well interact with these distributions. Statistical comparison between the two services provides a value of $x^2 = 0.84$, with $v = 1$, and is not significant, however, comparison of both services with the sex distribution of the general population within the three regions provides a value of $x^2 = 38.30$, with $v = 1$ and is highly significant at the 0.001 level. Similarly comparison between the regions provides a value of $x^2 = 4.00$, with $v = 2$ and is not significant, but comparison of the regions with the sex distribution recorded in the last census in their region provides a value of $x^2 = 41.32$, with $v = 2$, and is highly significant at the 0.001 level.

Table 8a Sex Distribution of Participants x CE/LR

	Male	Female	Total
CE	196 (38%)	318 (62%)	514 (100%)
LR	129 (41%)	183 (59%)	312 (100%)
Total	325 (39%)	501 (61%)	826 (100%)

Table 8b Sex Distribution of Participants x Region

	Male	Female	Total
Dundee	98 (39%)	151 (61%)	249 (100%)
Stirling	74 (34%)	143 (66%)	217 (100%)
Dunfermline	153 (42%)	207 (58%)	360 (100%)
Total	325 (39%)	501 (61%)	826 (100%)

Marital Status of Users

In looking at the marital status of participants regardless of area/district and whether they are using L & R or CE facilities, the majority, 59% are married, with a large group of single people 29% and relatively few divorced, separated or widowed users. Patterns of participation may well be linked to marital status with members of the married group both using and facilitating their children's using of facilities; similarly, time of usage may be affected by marital status, with daytime use being typical for young married women with young families. Comparison between the services provides a value of $x^2 = 14.21$, with $v = 3$ and is significant at the 0.005 level, however, if the widowed and divorced/separated categories are combined there is no significant difference. Similarly regional comparisons provide a value of $x^2 = 15.24$, with $v = 6$ and is significant at the 0.01 level.

Family of Users

Irrespective of marital status, 47% of users have children under the age of 16 and though this seems fairly constant between CE and L & R, there do appear to be differences between the areas/districts with 37% Dundee users having a family under 16 and 53% of Stirling users having children under 16 in their care. Statistical comparisons between the two services provide a value of $x^2 = 0.06$, with $v = 1$ which is not significant, however, regional comparisons provide a value of $x^2 = 13.51$, with $v = 2$ which is significant at the 0.005 level.

Table 9a MARITAL STATUS OF PARTICIPANTS X C.E./L.R.

	SINGLE	MARRIED	WIDOWED	DIVORCED SEPARATED	TOTAL
C.E.	154 (30%)	296 (58%)	27 (5%)	37 (7%)	514 (100%)
L.R.	87 (28%)	189 (61%)	29 (9%)	7 (2%)	312 (100%)
TOTAL	241 (29%)	485 (59%)	56 (7%)	44 (5%)	826 (100%)

Table 9b MARITAL STATUS OF PARTICIPANTS X REGION

	SINGLE	MARRIED	WIDOWED	DIVORCED SEPARATED	TOTAL
DUNDEE	85 (34%)	136 (55%)	14 (6%)	14 (6%)	249 (100%)
STIRLING	48 (22%)	131 (60%)	23 (11%)	15 (7%)	217 (100%)
DUNFERMLINE	108 (30%)	218 (61%)	19 (5%)	15 (4%)	360 (100%)
TOTAL	241 (29%)	485 (59%)	56 (7%)	44 (5%)	826 (100%)

Table 10a **FAMILY OF PARTICIPANTS X C.E./L.R.**

	CHILDREN UNDER 16	NO.CHILDREN UNDER 16	TOTAL
C.E.	239 (46%)	275 (54%)	514 (100%)
L.R.	148 (47%)	164 (53%)	312 (100%)
TOTAL	387 (47%)	439 (53%)	826 (100%)

Table 10b **FAMILY OF PARTICIPANTS X REGION**

	CHILDREN UNDER 16	No CHILDREN UNDER 16	TOTAL
DUNDEE	93 (37%)	156 (63%)	249 (100%)
STIRLING	115 (53%)	102 (47%)	217 (100%)
DUNFERMLINE	179 (50%)	181 (50%)	360 (100%)
	387 (47%)	439 (53%)	826 (100%)

Present Employment Position

A comparison between the current employment position of respondents using Leisure and Recreation facilities and Community Education facilities shows that the single largest category of users are in full time employment; 32% in both cases with housewives the second most frequently recorded users 21%, in CE and 22% in L & R facilities. If the categories of working housewives and housewives are combined they become the single largest respondent group overall with 33% recorded in CE, 37% in L & R. The **unemployed** are represented roughly in line with national trends at 13% in CE, but below that level in L & R at 8% and conversely the retired seem under represented in CE at 8% and in L & R at 12% contrasted with their distribution of around 17% in the population studied. The category 'other' includes those still in education, or those on short work experience, or YOP schemes. There seems to be some indication of a difference between the population of users of CE and L & R, with $x^2 = 12.71$ with $v = 6$, significant at the 0.05 level. Contrasts between the regions studied show significant differences in user population, Stirling recording 23% of users in full time work, Dundee 32% and Dunfermline 21% and Dundee 16%. Differences between the distribution of users by the employment categories used in each region give a value of $x^2 = 39.04$ with $v = 12$ which is significant at the 0.001 level.

Social Class of Respondents

In determining the social class of respondents, the 1970 Registrar General's occupational categories were used (HMSO: 1970) allocating those in work into Classes I, II, III Non Manual, III Manual, IV and V, housewives being classified in terms of their husbands' occupation or if the husband is unemployed in terms of their own occupation, if working. A residual category 'other' was used to include those still in education, those unemployed, those retired, members of the armed forces who are not classed in the 1970 register, and those unclassifiable. Though this creates a large category, it was felt that the distinction within it had been adequately brought out in the previous question on employment status. With the exclusion of this residual category, Social Class III Manual is that most frequently recorded in both L & R at 31% and at 25% in CE with Social Class II represented at 19% in CE and at 11% in L & R, but overall there appear to be only slight differences between the two services and the class structure of their user population, $x^2 = 13.04$ with $v = 6$ being significant at 0.05 level: similarly there are no significant differences between the districts/regions with $x^2 = 15.36$, $v = 10$, at the 0.1 level. Comparison, however, of the class structure of users of either services with the surrounding population does, however, show major differences, both services providing a value of $x^2 = 66.44$, with $v = 6$, which is significant at the 0.001 level. Similarly, a comparison between the regions with either the population structure of the region or the district shows major differences, with the exception of Stirling Region which seems much more representative.

Table 11a Employment Position by CE/LR

	F.T. Work	P.T. Work	Retired	Unemployed	Housewife	Working Housewife	Other	Total
C.E.	167 (32%)	38 (7%)	41 (8%)	67 (13%)	108 (21%)	63 (12%)	30 (6%)	514 (100%)
L.R.	101 (32%)	12 (4%)	38 (12%)	26 (8%)	68 (22%)	47 (15%)	20 (6%)	312 (100%)
TOTAL	268 (32%)	50 (6%)	79 (10%)	93 (11%)	176 (21%)	110 (13%)	50 (6%)	826 (100%)

Table 11 b Employment Position by Region

	F.T. Work	P.T. Work	Retired	Unemployed	Housewife	Working Housewife	Other	Total
Dundee	80 (32%)	15 (6%)	24 (10%)	33 (13%)	41 (16%)	29 (12%)	27 (11%)	249 (100%)
Stirling	49 (23%)	19 (9%)	24 (11%)	21 (10%)	59 (27%)	35 (16%)	10 (5%)	217 (100%)
Dunfermline	139 (39%)	16 (4%)	31 (9%)	39 (11%)	76 (21%)	46 (13%)	13 (4%)	360 (100%)
Total	268 (32%)	50 (6%)	79 (10%)	93 (11%)	176 (21%)	110 (13%)	50 (6%)	826 (100%)

Table 12a Comparison of Social Class of Participants with Social Class Distribution in the Population as a Whole

Class x CE and L & R		$x^2 = 66.44$,	$v = 6$,	0.001
Class x CE		$x^2 = 34.04$,	$v = 6$,	0.001
Class x L & R		$x^2 = 32.4$,	$v = 6$,	0.001
Class x Dundee	- District Population	$x^2 = 23.06$,		0.001
	- Regional Population	$x^2 = 28.84$,		0.001
Class x Stirling	- District Population	$x^2 = 7.24$,		not significant
	- Regional Population	$x^2 = 17.4$,		0.01
Class x Dunfermline	- District Population	$x^2 = 21.09$,		0.005
	- Regional Population	$x^2 = 27.54$,		0.001

All estimates are based on the 1981 census 10% sample. (HMSO: 1981).

Census 1981 Small Area Statistics (10% Sample) Registrar General

Proportion of Persons in Social Class

	I	II	III N	III M	IV	V	Retired
Dundee City	3.9%	14.7%	9.3%	26.8%	13.3%	5%	24.8%
Stirling District	5.4%	22.6%	9.1%	22.5%	11.0%	4.2%	23.2%
Dunfermline District	4.3%	17.6%	8.0%	29.4%	11.2%	4.3%	21.6%
Tayside	3.8%	17.7%	8.8%	26.3%	13.5%	4.2%	23.5%
Central	4.1%	17.1%	7.4%	29.7%	13.4%	4.6%	22.1%
Fife	4.0%	16.7%	7.4%	29.3%	12.4%	4.3%	23.2%

'other' =
(Armed forces + inadequate description)

Dundee 2% Tayside 2.2% Central 1.6% Stirling 1.9% Fife 2.8%

Dunfermline 3.6%

Table 12c CLASS X RESPONDANTS X C.E./L.R.

	I	II	III N	III M	IV	V	OTHER	TOTAL
C.E.	26 (5%)	97 (19%)	51 (10%)	129 (25%)	37 (7%)	12 (2%)	162 (32%)	514 (100%)
L.R.	18 (6%)	34 (11%)	39 (13%)	98 (31%)	26 (8%)	5 (2%)	92 (29%)	312 (100%)
TOTAL	44 (5%)	131 (16%)	90 (11%)	227 (27%)	63 (7%)	17 (2%)	254 (30%)	826 (100%)

Table 12d SOCIAL CLASS OF RESPONDANTS BY REGION/DISTRICT

	I	II	III N	III M	IV	V	OTHER	TOTAL
Dundee	15 (6%)	28 (11%)	23 (9%)	65 (26%)	20 (8%)	6 (2%)	92 (37%)	249 (100%)
Stirling	12 (6%)	41 (19%)	23 (11%)	51 (24%)	19 (9%)	5 (2%)	66 (30%)	217 (100%)
Dunfermline	17 (5%)	62 (17%)	44 (12%)	111 (31%)	24 (7%)	6 (2%)	96 (27%)	360 (100%)
TOTAL	44 (5%)	131 (16%)	90 (11%)	227 (27%)	63 (8%)	17 (2%)	254 (31%)	826 (100%)

Age Completed Full Time Education

There would appear to be a bimodal distribution of ages at which users of CE and L&R services left school. The age group 15 and under is most frequently recorded with 39% of respondents from CE and 38% from L & R in this category. Combining with these scores those respondents who left school at the age of 16, 69% of CE respondents and 68% of L & R respondents are recorded. The minor mode is represented by 13% of CE respondents and 12% of L & R respondents who completed their full time education at 20 years of age or over: there is no statistically significant difference between the two services.

The same bimodal distribution is evident in the three districts/regions, with 43% of Stirling respondents and 37% of both Dundee and Dunfermline respondents having left school at 15 or under. There do, however, appear to be differences between the districts/regions in the proportions of respondents using CE and L & R facilities who completed their full time education after the minimum school leaving age, with 12% of Stirling respondents and 4% of Dundee respondents having completed their full time education at 17. Combining the 18 and 19 year categories to overcome low numbers regional comparisons provide a value of $x^2 = 25.24$, with v = 10 and is significant at the 0.005 level.

Institution in which Full Time Education was Completed

The data confirms the early age of completion of full time education, showing 65% of the overall survey ending their education in secondary school with small proportions going on to institutions of tertiary education.

Table 13a AGE COMPLETED FULL TIME EDUCATION X C.E./L.R.

	15 or Under	16	17	18	19	20+	Still in Education	Total
C.E.	201 (39%)	154 (30%)	43 (8%)	22 (4%)	3 (1%)	69 (13%)	22 (4%)	514 (100%)
L.R.	120 (38%)	94 (30%)	28 (9%)	10 (3%)	5 (2%)	36 (12%)	19 (6%)	312 (100%)
TOTAL	321 (39%)	248 (30%)	71 (9%)	32 (4%)	8 (1%)	105 (13%)	41 (5%)	826 (100%)

Table 13b AGE COMPLETED FULL TIME EDUCATION X REGION

	15 or Under	16	17	18	19	20+	Still in Education	Total
Dundee	93 (37%)	81 (33%)	10 (4%)	5 (2%)	3 (1%)	38 (15%)	19 (8%)	249 (100%)
Stirling	94 (43%)	54 (25%)	26 (12%)	5 (2%)	3 (1%)	27 (12%)	8 (4%)	217 (100%)
Dunfermline	134 (37%)	113 (31%)	35 (10%)	22 (6%)	2 (0.5%)	40 (11%)	14 (4%)	360 (100%)

Table 14a INSTITUTION IN WHICH FULL TIME EDUCATION FINISHED X C.E., L.R.

	Primary Elementary	Secondary	F.E. Colleges	T.T.C.	University	P.G. + Univers.	Other	Total
C.E.	33 (6%)	343 (67%)	52 (10%)	20 (4%)	29 (6%)	13 (3%)	24 (5%)	514 (100%)
L.R.	45 (14%)	191 (61%)	40 (13%)	10 (3%)	12 (4%)	9 (3%)	5 (2%)	312 (100%)
TOTAL	78 (9%)	534 (65%)	92 (11%)	30 (4%)	41 (5%)	22 (3%)	29 (4%)	826 (100%)

Table 14b INSTITUTION IN WHICH FULL TIME EDUCATION FINISHED X REGION

	Primary Elementary	Secondary	F.E. Colleges	T.T.C.	University	P.G. + Univers.	Other	Total
Dundee	24 (10%)	145 (58%)	39 (16%)	7 (3%)	12 (5%)	11 (4%)	11 (4%)	249 (100%)
Stirling	23 (11%)	145 (67%)	18 (8%)	9 (4%)	8 (4%)	7 (3%)	7 (3%)	217 (100%)
Dunfermline	31 (9%)	244 (68%)	35 (10%)	14 (4%)	21 (6%)	4 (1%)	11 (3%)	360 (100%)
TOTAL	78 (9%)	534 (65%)	92 (11%)	30 (4%)	41 (5%)	22 (3%)	29 (4%)	826 (100%)

Leisure Time Use of Facilities

Respondents were asked to indicate any of a list of 11 L & R and CE facilities they had made use of in the six months prior to the questionnaire. The responses have been examined in two ways, firstly to compare the reported relative usage of any facility and secondly to examine the number of choices of facilities made by individuals. Table 15 gives an indication of the relative popularity of facilities with Public Parks and Gardens the most highly reported facility at 64%, followed by Public Indoor Sports facilities by 53% of participants, Libraries by 51% and Community Centres by 50%. The least frequently reported usage of facilities was of Private Outdoor Sports facilities 13%, Youth Clubs 14% and Private Indoor Sports facilities at 15%. These proportions of usage should be viewed cautiously since they derive from an existing user population and may not refelct the general population as a whole, indeed in the case of Youth Clubs, the estimate reflects the samples overall under representation of young people previously indicated. There is evidence to suggest that patterns of usership are different when those respondents interviewed in CE facilities are compared with those interviewed in L & R facilities. Whereas 30% of respondents in CE facilities were likely to attend Informal Further Education Classes only 12% of L & R facilities users reported that leisure choice, conversely 34% of L & R facility users report use of Public Outdoor Sports facilities and only 23% of CE respondents. Comparison of facility usage between CE and L & R respondents shows $x^2 = 47.52$, with $v = 10$ and is highly significant at the 0.001 level.

Similarly comparison between the reported usage of facilities in the 3 districts/regions shows evidence of differences with $x^2 = 34.99$, $v = 20$ and is significant at the 0.025 level.

Examination of the number of leisure facilities used in the past 6 months by respondents indicates a distribution spread around a mode of 3 facilities used with mean number of choices 3.84 in CE and 3.56 in L & R. Comparison between districts/regions show similar patterns of numbers of choices with mean number of choices in Dundee 3.86, in Stirling 3.69 and in Dunfermline 3.68.

The mean number of choices by service and district is Dundee L & R 4.13, Dunfermline CE 3.95, Stirling CE 3.81, Dundee CE 3.7, Stirling L & R 3.52 and Dunfermline L & R 3.15.

Table 15

Facilities Used by Participants x C.E./L.R. (% of Total Users)
x Region
(% of Group Users)

	C.E.	L.R.	Total	% of Pop.	Dundee	Stirling	Dunfermline	Total
Public Outdoor Sport Facilities	117 (23%)	106 (34%)	223	27%	93 (37%)	43 (20%)	87 (24%)	223
Public Indoor Sports	264 (51%)	173 (55%)	437	53%	126 (51%)	110 (51%)	201 (56%)	437
Private Outdoor Sports	64 (12%)	41 (13%)	105	13%	27 (11%)	31 (14%)	47 (13%)	105
Private Indoor Sports	78 (15%)	43 (14%)	121	15%	37 (15%)	37 (17%)	47 (13%)	121
Libraries	268 (52%)	155 (50%)	423	51%	118 (47%)	122 (56%)	183 (51%)	423
Museums & Art Galleries	151 (29%)	78 (25%)	229	28%	86 (35%)	55 (25%)	88 (24%)	229
Public Parks & Gardens	327 (64%)	202 (65%)	529	64%	162 (65%)	140 (65%)	227 (63%)	529
Countryside Parks	199 (39%)	110 (35%)	309	37%	99 (40%)	74 (34%)	136 (38%)	309
Community Centres	277 (54%)	137 (44%)	414	50%	122 (49%)	118 (54%)	174 (48%)	414
CE/IFE Classes	155 (30%)	36 (12%)	191	23%	54 (22%)	51 (24%)	86 (24%)	191
Youth Clubs	81 (16%)	31 (10%)	112	14%	39 (16%)	21 (10%)	52 (14%)	112
TOTAL	1981 (100%)	1112 (100%)	3093	100%	963 (100%)	802 (100%)	1328 (100%)	3093
Mean No. of Facilities Used	3.85	3.56	3.74		3.87	3.7	3.69	
No. of Participants	514	312	826		249	217	360	826

Table 16

No. of Choices of Facilities x C.E./L.R.

x Region

Choices	C.E.	L.R.	Total	% of Pop.	Dundee	Stirling	Dunfermline
0	16 (3%)	8 (3%)	24	3%	7 (3%)	7 (3%)	10 (3%)
1	59 (11%)	50 (19%)	119	14%	30 (12%)	26 (12%)	63 (18%)
2	77 (15%)	49 (16%)	126	15%	43 (17%)	38 (18%)	45 (13%)
3	91 (18%)	53 (17%)	144	17%	35 (14%)	41 (19%)	68 (19%)
4	75 (15%)	44 (14%)	119	14%	35 (14%)	32 (15%)	52 (14%)
5	83 (16%)	32 (10%)	115	14%	42 (17%)	27 (12%)	46 (13%)
6	55 (11%)	34 (11%)	89	11%	26 (10%)	25 (12%)	38 (11%)
7	32 (6%)	17 (5%)	49	6%	20 (8%)	13 (6%)	16 (4%)
8	14 (3%)	6 (2%)	20	2%	6 (2%)	2 (1%)	12 (3%)
9	11 (2%)	5 (2%)	16	2%	4 (2%)	4 (2%)	8 (2%)
10	1 (0%)	3 (1%)	4	0.5%	0 (0%)	2 (1%)	2 (1%)
11	0 (0%)	1 (0%)	1	0%	1 (0%)	0 (0%)	0 (0%)
Total	514 (100%)	312 (100%)	826	100%	249 (100%)	217 (100%)	360 (100%)
Mean No. of Choices	3.84	3.56			3.86	3.69	3.68

Sex of Respondents as an Indicator

Distance Travelled

The sex of the respondent is a major variable associated with significant differences in many of the data. The low distances typically travelled by respondents to centres and programmes show that women tend to travel less far than men with 53% of women and 39% of men travelling less than a mile, 74% of women and 60% of men travelling less than two miles. A x^2 analysis of the data, with the categories over 10 miles combined to avoid the effects of low frequency responses give a value of $x^2 = 19.84$, with $v = 4$ and is significant at the 0.001 level.

Table 17 Sex x Distance Travelled

	Under 1 mile	1-2 miles	3-5 miles	6-10 miles	11-15 miles	16-20 miles	20+ miles	Total miles
Male	128 (39%)	68 (21%)	72 (22%)	36 (11%)	7 (2%)	4 (1%)	10 (3%)	325 (100%)
Female	266 (53%)	105 (21%)	69 (14%)	39 (8%)	5 (1%)	9 (2%)	8 (2%)	501 (100%)
Total	394 (32%)	173 (21%)	141 (17%)	75 (9%)	12 (1%)	13 (2%)	18 (2%)	826 (100%)

Sex x Time Spent in Hours Weekly

When the amount of time spent in centres and facilities is analysed by the sex of the respondent, the same bimodal distribution of data emerges confirming the view that there may be two different types of user populations.

If an attempt is made to find a single measure of central tendency, as earlier described, to compare mean usage times, it would appear that men tend to use centres for longer than women, with a male average usage time of 3.27 hours weekly and female average of 2.98 hours. Given, however, the bimodal distribution of data, it is more appropriate to contrast the 31% of men spending 5 or more hours weekly with 22% of women, and the 37% of women spending 2-3 hours weekly with 30% of men. A x^2 analysis of the data gives a value of $x^2 = 12.54$, with $v = 4$ which is significant at the 0.025 level.

Table 18 Sex x Time Spent in Hours Weekly

	None	-2 hrs	2-3 hrs	4-5 hrs	5+ hrs	Total
Male	22 (7%)	44 (14%)	99 (30%)	58 (18%)	102 (31%)	325 (100%)
Female	27 (5%)	94 (19%)	183 (37%)	86 (17%)	111 (22%)	501 (100%)
Total	49 (6%)	138 (17%)	282 (34%)	144 (17%)	213 (26%)	826 (100%)

Sex x Multiple Usership

Despite the differences in the amount of time spent in centres, there seems to be no significant sex difference in the reported levels of single and multiple usership of facilities. This would seem to be contradictory, however, it may well be that marital status is an important variable, with married women with children in playgroups, being frequent users for short periods of time.

Table 19 Sex x Multiple Usership

	Yes	No	Total
Male	116 (36%)	209 (64%)	325 (100%)
Female	182 (36%)	319 (64%)	501 (100%)
Total	298 (36%)	528 (64%)	826 (100%)

Sex x Age

There seem to be significant differences between the sex and age structure of the user population, a x^2 analysis giving a value of $x^2 = 60.98$, with $v = 7$ which is significant at the 0.001 level. At the young adult end of the population, 16-18, men would seem to be relatively over-represented at 16% compared with 6% women, that trend continuing in early adulthood with 12% men and 5% women in the

18-20 age group, 14% men and 10% women in the 21-24 age group. At this point the pattern of participation shows a dramatic reversal with 34% female participants 16% male in the 25-34 age group. Minor over-representation of females persists through the age groups up to 65+ when, remarkably, despite that fact that in the aged population women out-number men by a ratio of 3:1, men are more represented in usership of centres and facilities, with 12% male usership contrasting with 8% female usership in the 65+ group. The data tend to suggest that from teenage years a tendency for young men to use both leisure and recreation and community education facilities more than young women is perpetuated until the middle 20s when young women, possibly as mothers with children start to make greater use of centres and facilities, a pattern that they maintain until, in later life, when retired men renew their usage of facilities. Clearly, age, sex, occupational status and marital status influence participants and the nature of the services they demand.

Table 20 Sex x Age in Years

	-18	18-20	21-24	25-34	35-44	45-54	55-64	65+	Total
Male	51 (16%)	40 (12%)	44 (14%)	53 (16%)	56 (17%)	23 (7%)	20 (6%)	38 (12%)	325 (100%)
Female	31 (6%)	26 (5%)	49 (10%)	172 (34%)	95 (19%)	48 (10%)	38 (8%)	42 (8%)	501 (100%)
Total	82 (10%)	66 (8%)	93 (11%)	225 (27%)	151 (18%)	71 (9%)	58 (7%)	80 (10%)	826 (100%)

Sex x Marital Status

As has been indicated earlier the interation of the sex and marital status of participants seems to be a significant factor in participation. The data shows 42% male single participants as opposed to 21% female single participants and conversely 64% female married participants and 50% male married participants. This would tend to confirm the view expressed earlier that the facilities and centres do not tend to appeal to young single women as much as they do to young single men. Analysis of the data gives a x^2 value of 45.93, with v = 3, which is significant at the 0.001 level.

Table 21 Sex x Marital Status

	Single	Married	Widowed	Separated/ Divorced	Total
Male	136 (42%)	162 (50%)	11 (3%)	16 (5%)	325 (100%)
Female	105 (21%)	323 (64%)	45 (9%)	28 (6%)	501 (100%)
Total	241 (29%)	485 (59%)	56 (7%)	44 (5%)	826 (100%)

Sex x Occupational Status

Since sex and occupational status are not independent, when occupational status contains the categories of housewife or working housewife, it is not meaningful to perform a statistical analysis of differences.

However, some clear differences do emerge; for example in the unemployed category 21% of participants were male compared with only 5% female, similarly in the retired category 14% of participants were male compared with 7% female, despite the fact of the greater proportion of women to men of retirement age in the population as a whole. However, some caution is needed in the interpretation of the data in the retired category, since many women continue to describe themselves more appropriately as housewives, since they do not conceive of themselves as retired.

Table 22 Sex x Occupational Status

	F-T Work	P-T Work	Retd	Unempl	House wife	Working House wife	Other	Total
Male	185 (57%)	6 (2%)	45 (14%)	69 (21%)			20 (6%)	325 (100%)
Female	88 (18%)	44 (9%)	34 (7%)	24 (5%)	176 (35%)	110 (22%)	25 (5%)	501 (100%)
Total	273 (33%)	50 (6%)	79 (10%)	93 (11%)	176 (21%)	110 (13%)	45 (5%)	826 (100%)

Sex x Social Class

Defining social class by occupation or for women by husband's occupation, there would again seem to be sex differences in the data. Wheras in Social Class I 4% of respondents are male 6% are female, similarly in Class II 13% are male 18% female, in III non manual 7% are male 14% female. In short in almost all the economically active classes, women participate more than men, however, most significantly, in the category "other", which aggregates all the economically inactive categories, unemployed, retired, still in education etc, men account for 43% of participants as compared with 23% women. Analysis of the data gives a x^2 value of 41.17, with v = 6, which is significant at the 0.001 level.

Table 23 Sex x Social Class

	I	II	IIIN	IIIM	IV	V	Other	Total
Male	12 (4%)	42 (13%)	22 (7%)	79 (24%)	24 (7%)	7 (2%)	139 (43%)	325 (100%)
Female	32 (6%)	89 (18%)	68 (14%)	148 (30%)	39 (8%)	10 (2%)	115 (23%)	501 (100%)
Total	44 (5%)	131 (16%)	90 (11%)	227 (27%)	63 (8%)	17 (2%)	254 (31%)	826 (100%)

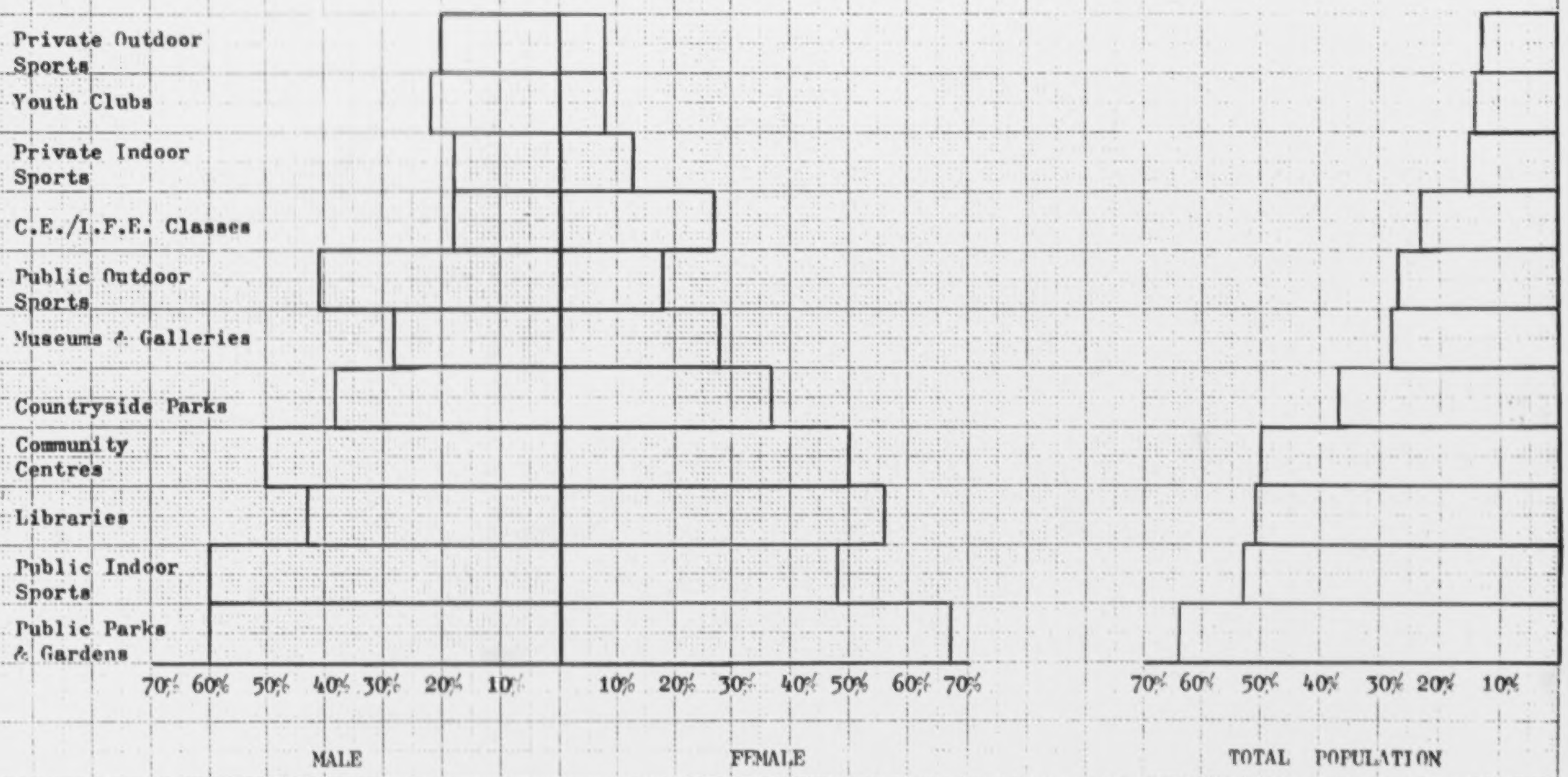
Sex x Facilities Used

Analysis of the relationship between sex and type of facilities used shows distinct sex preferences: in all areas of sport, both indoor and outdoor, using both public and private facilities men report greater usage than women, for example 41% of men and 18% of women reporting having used a public outdoor sports facility in the last 6 months. The difference, though still remaining, is not so great for public indoor sports facilities, with 60% of males and 48% of females interviewed reporting usage in the last 6 months. Conversely women tend to report greater usage of libraries, women 56% men 43%, and greater usage of Community Education or Informal Further Education classes, women 27% men 18%. Further evidence on the relationship between age and sex of participants emerges with 22% of male participants and 8% of female participants reporting involvement in Youth Clubs. Overall there appears to be a wider range of choice by men with a mean of 3.98 choices of facilities compared with a female mean of 3.59 choices and an overall mean of 3.74 choices. Analysis of the data supports the view of significant sex differences in patterns of choice, with $x^2 = 106.71$, $v = 10$, this being significant at the 0.001 level.

Table 24 Sex x Facilities Used

	Male (325)	Female (501)	Total (826)
Public OD	134 (41%)	89 (18%)	223 (27%)
Public ID	195 (60%)	242 (48%)	437 (53%)
Private OD	65 (20%)	40 (8%)	105 (13%)
Private ID	58 (18%)	63 (13%)	121 (15%)
Libraries	140 (43%)	283 (56%)	423 (51%)
Museum and Galleries	91 (28%)	138 (28%)	229 (28%)
Parks and Gardens	194 (60%)	335 (67%)	529 (64%)
Countryside Parks	122 (38%)	187 (37%)	309 (37%)
Community Centres	164 (50%)	250 (50%)	414 (50%)
CE/IFE Classes	57 (18%)	134 (27%)	191 (23%)
Youth Clubs	72 (22%)	40 (8%)	112 (14%)
Total	1292 (100%)	1801 (100%)	3093 (100%)
Mean No of Choices	3.98	3.59	3.74

GRAPH 2 Relative Use of Facilities X Sex



Sex x Number of Facilities Used

Though there appear to be significant differences in the patterns of choice of facilities, analysis of the numberof choices does not show significant sex differences. A x^2 analysis of the number of choices, shows $x^2 = 14.46$, with $v = 8$ and is not significant. Choices from 8 - 11 have been combined into a single category to avoid low values.

Table 25 Sex x No of Facilities Used

	Male	Female	Total
0	5 (2%)	19 (4%)	24 (3%)
1	49 (15%)	70 (14%)	119 (14%)
2	37 (11%)	90 (18%)	126 (15%)
3	54 (17%)	90 (18%)	144 (17%)
4	49 (15%)	70 (14%)	119 (14%)
5	50 (15%)	65 (13%)	115 (14%)
6	41 (13%)	48 (10%)	89 (11%)
7	19 (6%)	30 (6%)	49 (6%)
8 - 11	21 (6%)	20 (3%)	41 (4%)
Total	325 (100%)	501 (100%)	826 (100%)

Social Class as an Indicator

Social class also seems to be a significant variable influencing participation, and interacting with age and sex in participants responses. For the purposes of this survey, social class has been derived from occupational categories, and the catch all category "other" includes mainly the economically inactive, be they in full time education, unemployed or retired but one economically active group, members of the armed services, who are not easily classifiable.

Social Class x Distance Travelled

Analysis of responses of participants in terms of social class and distance travelled to centres, facilities and programmes gives a x^2 value of 61.24, with v = 20, this being significant at the 0.001 level. There is a tendency for members of the higher social classes I and II to travel further than other social classes. In Social Class I only 18% and 35% of Class II travel less than 1 mile compared with 54% of Social Class IIIM and 55% of combined Classes IV and V. Conversely in travelling 10 miles or more, 18% of Class I fit in this category as opposed to 4% of Class IIIM and 11% of combined Classes IV and V. Overall the data tends to show a relationship between social class and distance travelled such that social class and distance increase or decrease in concert.

Table 26

Social Class x Distance Travelled

	I	II	III N	III M	IV + V	Other	Total
Under 1 mile	8 (18%)	46 (35%)	42 (47%)	122 (54%)	44 (55%)	132 (52%)	394 (48%)
1 - 2 miles	13 (30%)	29 (22%)	20 (22%)	41 (18%)	12 (15%)	58 (23%)	173 (21%)
3 - 5 miles	10 (23%)	28 (21%)	20 (22%)	33 (15%)	10 (13%)	40 (16%)	141 (17%)
6 - 10 miles	5 (11%)	20 (15%)	7 (8%)	23 (10%)	6 (8%)	14 (6%)	75 (9%)
10 + miles	8 (18%)	8 (6%)	1 (1%)	8 (4%)	9 (11%)	9 (4%)	43 (5%)
Total	44 (100%)	131 (100%)	90 (100%)	227 (100%)	80 (100%)	254 (100%)	826 (100%)

Social Class x Time Spent Weekly

As was previously noted the data on time spent in facilities is predominantly bimodal and suggests two differing populations of single and multiple users. When the data are analysed by social class, the bimodal distribution is still evident for all classes except Social Class I and II where the data does tend centrally. x^2 analysis of the data gives a x^2 value of 79.94, with $v = 24$ and is significant at the 0.001 level. Similarly the percentage of responses in each category indicate a tendency for Classes I and II to participate generally less than other classes if the bimodal distribution is disregarded. Interestingly, a comparison of mean time spent between social classes indicates the greater time spent by the economically inactive, with Social Class IIIM and IIIN very similar in mean value.

Table 27a Social Class x Time Spent Weekly

	I	II	IIIN	IIIM	IV	V	Other	Total
None	2 (5%)	7 (5%)	3 (3%)	7 (3%)	7 (11%)	0 [0%]	23 (9%)	49 (6%)
- 2 hrs	6 (14%)	28 (21%)	13 (14%)	51 (22%)	7 (11%)	4 [24%]	29 (11%)	138 (17%)
2-3 hrs	25 (57%)	51 (39%)	39 (43%)	71 (31%)	24 (38%)	8 [47%]	64 (25%)	282 (34%)
4-5 hrs	6 (14%)	26 (20%)	19 (21%)	46 (20%)	7 (11%)	1 [6%]	38 (15%)	144 (17%)
5+ hrs	5 (11%)	19 (15%)	16 (18%)	52 (23%)	18 (29%)	4 [24%]	100 (39%)	213 (26%)
Total	44 (100%)	131 (100%)	90 (100%)	227 (100%)	63 (100%)	17 [100%]	254 (100%)	826 (100%)

Table 27b Class x Mean Time Spent in Centres

1 Others 860/254 = 3.39 hours weekly
2 IIIN 276/131 = 3.07 hours weekly
3 IIIM 696.5/227 = 3.06 hours weekly
4 IV 188.5/63 = 2.99 hours weekly
5 V 48.5/17 = 2.85 hours weekly
6 II 367.5/90 = 2.81 hours weekly
7 I 120.5/44 = 2.74 hours weekly

Social Class x Multiple Usership

Confirmatory data on the relationship between social class and patterns of usage emerges from a study of the multiple usership data. x^2 analysis gives a value of 26.55, with v = 6 and is significant at the 0.001 level. The data indicates 16% of Social Class I reporting that they are multiple users of facilities, in comparison with 29% of Class IIIM, 47% of Class V and the predominantly economically inactive "others".

Table 28 Social Class x Multiple User

	I	II	IIIN	IIIM	IV	V	Other	Total
Yes	7 (16%)	47 (35%)	31 (34%)	66 (29%)	21 (33%)	8 [47%]	119 (47%)	299 (36%)
No	37 (84%)	85 (65%)	59 (66%)	161 (71%)	42 (67%)	9 [53%]	135 (53%)	527 (64%)
Total	44 (100%)	131 (100%)	90 (100%)	227 (100%)	63 (100%)	17 [100%]	254 (100%)	826 (100%)

Social Class x Age of Participants

Though social class and age are not totally independant, the economically inactive category 'other' being composed of elderly retired, young people in full-time education, and young unemployed people along with the unemployed of all ages, nevertheless a x^2 analysis was undertaken which produced a value of $x^2 = 314.34$ with v = 35 which is significant at the 0.001 level. (Classes IV and V were combined to overcome the low values in Class V). Despite these considerations, a similarly significant result can be derived from the data if extreme age, youth, and the category 'other' are removed from the analysis. Examination of the data itself reveals differing age/class patterns of participation with few individuals from Class I and II involved in late teens and young adulthood, 2% of Class II between 18-20 years using facilities compared with 18% of IIIN. Similarly in the age group 21-24 7% of Class I and 10% of Class II using facilities compared with 15% of Class IIIM. In middle age, however, the trend is reversed, for example in the age group 35-44 34% of Class I 29% of Class II participating compared with 13% of Class IIIN and 23% of IIIM.

Table 29 Social Class x Age

	I	II	III N	III M	IV		V	Other	Total
- 18	0 (0%)	4 (3%)	6 (7%)	11 (5%)	4 (6%)	– 4 –	0 [0%]	57 (22%)	82 (10%)
18-20	1 (2%)	2 (2%)	16 (18%)	13 (6%)	3 (5%)	– 6 –	3 [18%]	28 (11%)	66 (8%)
21-24	3 (7%)	13 (10%)	8 (9%)	35 (15%)	7 (11%)	– 8 –	1 [6%]	26 (10%)	93 (11%)
25-34	14 (32%)	53 (40%)	30 (33%)	81 (36%)	17 (27%)	– 21 –	4 [24%]	26 (10%)	225 (27%)
35-44	15 (34%)	38 (29%)	12 (13%)	52 (23%)	15 (24%)	– 18 –	3 [18%]	16 (6%)	151 (18%)
45-54	5 (11%)	12 (9%)	11 (12%)	24 (11%)	8 (13%)	– 11 –	3 [18%]	8 (3%)	71 (9%)
55-64	5 (11%)	8 (6%)	6 (7%)	8 (4%)	5 (8%)	– 8 –	3 [18%]	23 (9%)	58 (7%)
65+	1 (2%)	1 (1%)	1 (1%)	3 (1%)	4 (6%)	– 4 –	0 [0%]	70 (28%)	80 (10%)
Total	44 (100%)	131 (100%)	90 (100%)	227 (100%)	63 (100%)		17 [100%]	254 (100%)	826 (100%)

Social Class x Marital Status

Despite the fact that there is an interaction between the category 'other' and marital status, evidenced by 50% of the category being single compared with the sample mean of 29%, it was decided to calculate a value for x^2, this was $x^2 = 176.57$, with $v = 18$ and was significant at the 0.001 level. As in the previous section, the same level of significance is achieved if the category 'other' is excluded. Examination of the data reveals significant class/age related differences in participation, with only 9% single members of Class I participating compared with 32% of Class IIIN. Conversely Class I has 84% of married participants compared with 53% married participants in Class IIIN.

Table 30 Social Class x Marital Status

	I	II	IIIN	IIIM	IV	V	Other	Total
Single	4 (9%)	25 (19%)	29 (32%)	39 (17%)	11 (17%)	5 [29%]	128 (50%)	241 (29%)
Married	37 (84%)	95 (73%)	48 (53%)	178 (78%)	42 (67%)	9 [53%]	76 (30%)	485 (59%)
Widowed	2 (5%)	3 (2%)	4 (4%)	4 (2%)	3 (5%)	2 [12%]	38 (15%)	56 (7%)
Separated/ Divorced	1 (2%)	8 (6%)	9 (10%)	6 (3%)	7 (11%)	1 [6%]	12 (5%)	44 (5%)
Total	44 (100%)	131 (100%)	90 (100%)	227 (100%)	63 (100%)	17 [100%]	254 (100%)	826 (100%)

Social Class x Employment Position

Clearly social class and employment are not independent variables, class being derived in part from employment status, however, examination of the data, reveal distinct social class differences. Those reporting themselves in full-time work vary between 34% in Class I compared with close to 50% of Classes II, IIIN, IV, and V, while an examination of the proportion of housewives shows 34% in Class I and 19% in Class IIIN: working housewives being more represented in Class I, IIIM, IV and V than in Classes II and IIIN.

Clearly sex, social class and employment have a complex effect on participation in centres programmes and facilities.

Table 31 Social Class x Employment

	I	II	IIIN	IIIM	IV	V	Other	Total
F-T Work	15 (34%)	66 (50%)	49 (54%)	97 (43%)	31 (49%)	8 [47%]	2 (1%)	268 (32%)
P-T Work	4 (10%)	11 (8%)	11 (12%)	14 (6%)	3 (5%)	2 [12%]	5 (2%)	50 (6%)
Retired	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 [0%]	79 (31%)	79 (10%)
Unemployed	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 [0%]	93 (37%)	93 (11%)
Housewife	15 (34%)	35 (27%)	17 (19%)	71 (31%)	15 (24%)	1 [6%]	22 (9%)	176 (21%)
Working Housewife	10 (23%)	19 (15%)	13 (14%)	45 (20%)	14 (22%)	6 [35%]	3 (1%)	110 (13%)
Other	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 [0%]	50 (20%)	50 (6%)
Total	44 (100%)	131 (100%)	90 (100%)	227 (100%)	63 (100%)	17 [100%]	254 (100%)	826 (100%)

Class x Facility Usage

Further analysis of the effects of social class on patterns of leisure emerges from a study of the frequency with which social classes report their use of the range of L & R and CE facilities. For almost every category of facility, with the only exception of Community Centres and Youth Clubs, members of Social Class I report the greatest proportion of usage. In the area of sport, whether public or private, indoor or outdoor facilities are concerned, Class I and II typically report the highest recent usage. Class I and II report 70% and 69% usage of libraries compared with 50% for IIIN and 44% for IIIM and IV. Similarly in usage of Museums and Galleries Classes I and II report 50% and 43% usage compared with 26% and 22% of IIIN and IIIM; even in the category of Parks and Gardens Classes I and II report 82% and 80% usage compared with 58% and 65% reported usage by Classes IIIN and IIIM. In use of Community Centres social class differences are relatively small with 50% of Class IIIN and 55% of IIIM reporting usage compared with 37% usage by IV and

45% and 47% usage by Classes I and II. As has been noted in a previous section, in usage of Youth Clubs, Social Classes I and II seem under represented in comparison with other classes. A x^2 analysis of the data gives a value of $x^2 = 106.03$, with $v = 60$ and is significant at the 0.001 level.

Table 32 Class x Facility Usage (% of Facility Usage)

	I	II	IIIN	IIIM	IV	V	Other	Total
Public Outdoor Sport	17 (39%)	34 (26%)	26 (29%)	57 (25%)	13 (21%)	2 (12%)	74 (29%)	223 (100%)
Public Indoor Sport	30 (68%)	78 (60%)	56 (62%)	128 (56%)	27 (43%)	5 (29%)	113 (44%)	437 (100%)
Private Outdoor Sport	11 (25%)	23 (18%)	10 (11%)	34 (15%)	6 (10%)	0 (0%)	21 (8%)	105 (100%)
Private Indoor Sport	14 (32%)	25 (19%)	15 (17%)	24 (11%)	7 (11%)	1 (6%)	35 (14%)	121 (100%)
Libraries	31 (70%)	91 (69%)	45 (50%)	99 (44%)	28 (44%)	2 (12%)	127 (50%)	423 (100%)
Museums Galleries	22 (50%)	57 (43%)	23 (26%)	51 (22%)	12 (19%)	3 (18%)	61 (24%)	229 (100%)
Parks Gardens	36 (82%)	105 (80%)	52 (58%)	147 (65%)	36 (57%)	10 (59%)	143 (56%)	529 (100%)
Countryside Park	27 (61%)	58 (44%)	29 (32%)	84 (37%)	20 (32%)	8 (47%)	83 (33%)	309 (100%)
Community Centres	20 (45%)	62 (47%)	45 (50%)	125 (55%)	23 (37%)	8 (47%)	131 (57%)	414 (100%)
CE/IFE Classes	13 (30%)	47 (36%)	20 (22%)	51 (22%)	12 (19%)	2 (12%)	46 (18%)	191 (100%)
Youth Clubs	1 (2%)	5 (4%)	10 (11%)	24 (11%)	9 (14%)	3 (18%)	60 (24%)	112 (100%)
Total	222 (7%)	585 (19%)	331 (11%)	824 (27%)	193 (6%)	44 (1%)	905 (29%)	3089 (100%)
No of Participants	44	131	90	227	63	17	254	826

In short there is a clear relationship in both the range and type of leisure facilities used by the different social classes. If the mean number of facilities used is calculated, it shows a clear linear relationship between number of facilities reported used and class. Members of Class I whether interviewed in CE or L & R facilities make the greatest mean number of leisure choices, followed in descending order of magnitude by the other social classes. The category 'other' does not fit this pattern but resembles the level of choice of Classes IIIN and IIIM. Comparison of the range between highest number of choices in Class I and the lowest number of choices in Class V is greatest when the respondents are separated into those interviewed in CE facilities; the range is from Class I, 5.31 mean choices to Class V 2.17 mean choices. Of those interviewed in L & R facilities the range is a little less from Class I 4.67 mean choices to Class V 3.06 mean choices.

Table 33a Social Class x Mean Number of Facilities Used

Social Class	I	II	IIIN	IIIM	IV	V	Other
Mean no of facilities used	5.05	4.47	3.68	3.63	3.06	2.59	3.56

Table 33b Social Class x Mean Number of Facilities Used x CE LR

Social Class	I	II	IIIN	IIIM	IV	V	Other
CE	5.31	4.61	3.86	3.78	3.03	2.17	3.62
Mean no of facilities used							
LR	4.67	4.06	3.44	3.44	3.12	3.06	3.47

Table 34

Social Class x No. of Facilities Used

	I	II	IIIN	IIIM	IV	V	Other	Total
None	1	1	2	7	3	1	9	24
1	0	10	12	41	14	4	38	119
2	2	16	12	37	16	4	39	126
3	6	16	20	31	11	4	56	144
4	6	28	13	35	4	2	131	119
5	10	18	15	34	3	0	35	115
6	10	21	11	19	5	2	21	89
7	7	11	1	10	5	0	16	49
8	1	8	1	4	0	0	5	20
9	1	2	3	7	2	0	1	16
10	0	1	0	2	0	0	1	4
11	0	0	0	1	0	0	0	1
Total	44	131	90	227	63	17	254	826

Table 35 Age x Distance

	- 18	18-20	21-24	25-34	35-44	45 - 54	55-64	65+	TOTAL
Under 1 Mile	54 (66%)	33 (50%)	43 (46%)	111 (49%)	53 (35%)	32 (45%)	23 (40%)	45 (56%)	394 (48%)
1 - 2	11 (13%)	14 (21%)	16 (17%)	44 (20%)	36 (24%)	14 (20%)	15 (26%)	23 (29%)	173 (21%)
3 - 5	11 (13%)	16 (24%)	21 (23%)	33 (15%)	33 (22%)	10 (14%)	11 (19%)	6 (8%)	141 (17%)
6 +	6 (7%)	3 (5%)	13 (14%)	37 (16%)	29 (19%)	15 (21%)	9 (16%)	6 (8%)	118 (14%)
TOTAL	82 (100%)	66 (100%)	93 (100%)	225 (100%)	151 (100%)	71 (100%)	58 (100%)	80 (100%)	826 (100%)

Age as an Indicator of Participation

As has been noted earlier, the sample did not seek to include the large participating population of young people under 16 years of age, though clearly their age is a significant factor in the organisation of many forms of provision, creches and playgroups, junior youth clubs, junior and senior sports clubs etc. Despite these deliberate exclusions, it is clear that the age of participants is still a significant factor in the patterns of participation and is a factor which is often explicitly and implicitly a determinant in the usage of particular programmes, facilities and centres.

Age x Distance

Having aggregated responses of long distances travelled to centres into a single category of 6+ miles to overcome the small number of responses, a x^2 analysis of the data gives a x^2 value of 47.04, with v = 21 which is significant at the0.001 level. An examination of the data suggests that the under 18s and over 65s tend to travel less far than the intermediate age groups who have a wider range of distances travelled.

Age x Time

Age is again a significant variable in relation to the amount of time participants spend in centres and facilities. A x^2 analysis gives a x^2 value of 104.86, with $v = 28$ and is significant at the 0.001 level. The data suggests that both young, under 18s and old, over 65s spend longer in facilities than the intervening age cohorts. For under 18s (51%) and over 65s (40%), the single largest category of response is that of over 5 hours weekly, whereas for all the intervening groups it is 2-3 hours weekly. This suggests that those with either least committments or most free time because of their age, are likely to make the greatest demands on the time available in centres and facilities.

Table 36 Age x Time

	- 18	18 - 20	21--24	25 - 34	35 - 44	45 - 54	55 - 64	65+	Total
None	9 (11%)	3 (5%)	4 (4%)	19 (8%)	2 (1%)	6 (8%)	3 (5%)	3 (4%)	49 (6%)
-2	7 (9%)	6 (9%)	14 (15%)	51 (23%	28 (19%)	13 (18%)	8 (14%)	11 (14%)	138 (17%)
2-3	13 (16%)	25 (38%)	37 (40%)	79 (35%)	60 (40%)	23 (32%)	29 (50%)	16 (20%)	282 (34%)
4-5	11 (13%)	7 (11%)	15 (16%)	31 (14%)	37 (26%)	19 (27%)	4 (7%)	18 (23%)	144 (17%)
5+	42 (51%)	25 (38%)	23 (25%)	45 (20%)	24 (16%)	10 (14%)	14 (24%)	32 (40%)	213 (26%)
Total	82 (100%)	66 (100%)	93 (100%)	225 (100	151 (100%)	71 (100%)	58 (100%)	80 (100%)	826 (100%)

Age x Multiple Usership

Similarly, there is some confirmatory evidence of the relationship between the age of participants and their patterns of usership, with the greatest proportions of people describing themselves as multiple users falling in under 18 group (51%) and the over 65 age group (47%); though there does appear to be a non linear relationship between the two factors, it provides a x^2 value of 18.39, with v = 9 and is mildly significant at the0.025 level.

Table 37 Age x Multiple User

	Yes	No	Total
- 18	42 (51%)	40 (49%)	82 (100%)
18 - 20	25 (38%)	41 (62%)	66 (100%)
21 - 24	32 (34%)	61 (66%)	93 (100%)
25 - 34	78 (35%)	147 (65%)	225 (100%)
35 - 44	49 (32%)	102 (68%)	151 (100%)
45 - 54	19 (27%)	52 (73%)	71 (100%)
55 - 64	16 (28%)	42 (72%)	58 (100%)
65 +	38 (47%)	42 (53%)	80 (100%)
Total	299 (36%)	527 (64%)	826 (100%)

Age x Employment

Since age and employment are not totally separate factors, it is not possible to calculate a valid x^2 measure. Study of the data does, however, reveal several important factors. Those participants who are unemployed are found in greater numbers among the younger age groups. Among the housewives who participate, the decade from 25 - 34, possibly the young child rearing years, is most heavily represented with a subsequent decline.

Table 38 Age x Employment

	F-T Work	P-T Work	Retired	Unempl	House Wife	Workg H/wife	Others	Total
- 18	21 (26%)	4 (5%)	0 (0%)	26 (32%)	0 (0%)	0 (0%)	31 (38%)	82 (100%)
18 - 20	33 (50%)	5 (8%)	0 (0%)	16 (24%)	2 (3%)	1 (2%)	9 (14%)	66 (100%)
21 - 24	44 (47%)	2 (2%)	0 (0%)	17 (18%)	18 (19%)	6 (6%)	6 (6%)	93 (100%)
25 - 34	65 (29%)	11 (5%)	1 (0%)	15 (7%)	78 (35%)	54 (24%)	1 (0%)	225 (100%)
35 - 44	61 (40%)	10 (7%)	0 (0%)	9 (6%)	35 (23%)	35 (23%)	1 (1%)	151 (100%)
45 - 54	28 (39%)	9 (13%)	1 (1%)	4 (6%)	17 (24%)	11 (15%)	1 (1%)	71 (100%)
55 - 64	15 (26%)	4 (7%)	15 (26%)	6 (10%)	15 (26%)	3 (5%)	0 (0%)	58 (100%)
65 +	1 (1%)	5 (6%)	62 (78%)	0 (0%)	11 (14%)	0 (0%)	1 (1%)	80 (100%)
Total	268 (32%)	50 (6%)	79 (10%)	93 (11%)	176 (21%)	110 (13%)	50 (6%)	826 (100%)

Age x Facility Use

The differing nature of the facilities determines to some extent the nature of participation. Public Outdoor Sport being associated more with the younger age groups, though Public Indoor Sport facilities are reportedly used by a wider age band in the population studied. Similarly some of the provision is defined in terms of age groups, Youth Clubs for example, but it is interesting to note that some facilities, Community Centres, Public Parks and Gardens for example, have both a wide appeal and a usership drawn from all age groups. Analysis of the relationship between reported usage of facilities and age, does seem to be a powerful one, with $x^2 = 328.03$, $v = 70$ which is significant at the 0.001 level.

Table 39 Age x Facilities Used (% of Age Group)

	Pub O/door Sport	Pub I/Door Sport	Priv O/Door Sport	Priv I/Door Sport	Libs	Mus Galls	Pub Parks Gards	C/side Parks	CC	CE/IFE	YC	Total
-18	40 (49%)	54 (66%)	10 (12%)	12 (15%)	23 (28%)	18 (22%)	43 (52%)	29 (35%)	47 (57%)	6 (7%)	48 (58%)	330
18-20	29 (44%)	50 (76%)	8 (12%)	13 (20%)	23 (35%)	15 (23%)	35 (53%)	21 (32%)	34 (52%)	9 (14%)	27 (41%)	264
21-24	28 (30%)	58 (67%)	13 (14%)	12 (13%)	37 (40%)	16 (17%)	58 (62%)	23 (25%)	36 (39%)	17 (18%)	11 (12%)	309
25-34	51 (23%)	139 (62%)	24 (11%)	30 (13%)	135 (60%)	70 (31%)	161 (72%)	95 (42%)	123 (55%)	57 (25%)	11 (5%)	896
35-44	36 (24%)	85 (56%)	29 (19%)	25 (17%)	81 (54%)	49 (32%)	100 (66%)	68 (45%)	76 (50%)	40 (26%)	8 (5%)	597
45-54	19 (27%)	24 (34%)	6 (8%)	14 (20%)	43 (61%)	27 (38%)	50 (70%)	30 (42%)	28 (39%)	26 (37%)	4 (6%)	271
55-64	10 (17%)	16 (28%)	8 (14%)	6 (10%)	34 (59%)	17 (29%)	37 (64%)	19 (33%)	25 (43%)	18 (31%)	3 (5%)	193
65+	9 (11%)	12 (15%)	7 (9%)	8 (10%)	47 (59%)	17 (21%)	43 (54%)	23 (29%)	46 (58%)	16 (20%)	1 (1%)	229
Total	222 (7%)	438 (14%)	105 (3%)	120 (4%)	423 (14%)	229 (7%)	527 (17%)	308 (10%)	415 (13%)	189 (6%)	113 (4%)	3089

Age x Number of Leisure Facilities Used

There seems to be a clear relationship between age and the range of leisure choices, with youth associated with high numbers of choices and increasing age with a reduction in number of choices.

Mean number of choices is calculated by dividing the total number of choices made within an age group by the number of members of that group presents the following data:-

Table 40a Age x Number of Choices

	Mean No of Choices
Under 18 years	4.02
18 - 20	4.00
21 - 24	3.32
25 - 34	3.98
35 - 44	3.95
45 - 54	3.82
55 - 64	3.33
65 +	2.86

Table 40b Age x Number of Choices

	0	1	2	3	4	5	6	7	8	9	10	11	Total
- 18	3	10	7	17	11	12	7	12	2	1	0	0	82
18 - 20	3	6	6	12	11	14	7	4	1	2	0	0	66
21 - 24	3	21	14	17	14	10	6	3	2	1	1	1	93
25 - 34	2	29	39	28	35	33	36	11	4	7	1	0	225
35 - 44	8	20	19	24	18	18	21	11	8	2	2	0	151
45 - 54	1	9	9	16	14	7	6	5	1	3	0	0	71
55 - 64	1	8	13	12	6	12	4	1	1	0	0	0	58
65 +	3	16	18	18	11	9	2	2	1	0	0	0	80
Total	24	119	126	144	119	115	89	49	20	16	4	1	826

Employment Status as a Factor in Participation

As has been demonstrated in the study of the other demographic variables, employment status would seem to act as a powerful factor in determining both the nature and pattern of participation in the areas of Leisure and Recreation and Community Education studied.

Employment Status x Time

Whereas in previous analyses of the amount of time spent in centres and facilities a bimodal distribution emerged, a consideration of the distribution of time spent in centres viewed in terms of the respondents employment category shows differing patterns of response. The bimodal pattern of participation is again clearly evident in those who are either in part-time work, retired, unemployed or are working housewives; those in full-time work and housewives, however, show a clear central tendency around the response 2 - 3 hours weekly. Confirmatory evidence of the high usage made by younger groups is again confirmed by the data that those in the group 'others', mainly those young people still in full-time education, are predominantly found in the largest time category, 5+ hours weekly.

Analysis of the data gives a x^2 value of 64.42, with v = 24, which is highly significant at the 0.001 level.

Table 41 Employment x Time

	F-T Work	P-T Work	Retd	Unempl	H/wife	Workg H/wife	Other	Total
None	13 (5%)	1 (2%)	5 (6%)	11 (12%)	8 (5%)	7 (6%)	4 (8%)	49 (6%)
-2	45 (17%)	8 (16%)	11 (14%)	7 (7%)	35 (20%)	25 (23%)	7 (14%)	138 (17%)
2-3	105 (39%)	16 (32%)	22 (28%)	25 (27%)	69 (39%)	36 (33%)	9 (18%)	282 (34%)
4-5	55 (20%)	8 (16%)	12 (15%)	10 (11%)	34 (19%)	17 (15%)	8 (16%)	144 (17%)
5+	50 (19%)	17 (34%)	29 (37%)	40 (43%)	30 (17%)	25 (23%)	22 (44%)	213 (26%)
Total	268 (100%)	50 (100%)	79 (100%)	93 (100%)	176 (100%)	110 (100%)	50 (100%)	826 (100%)

Employment x Distance

Though the overwhelming evidence is that participants, irrespective of employment status, travel only short distances to centres and facilities, the data indicate that those in full-time work are prepared to travel further afield; the wider range of score in the categories 6 - 10 miles and 11 + miles show 22% of those in full-time work included contrasted with 11% of housewives or unemployed or 9% of the retired. Analysis of the data provides a x^2 value of 57.94, with v = 24 and is significant at the 0.001 level.

Table 42 Employment x Distance

	F-T Work	P-T Work	Retd	Unempl	H/wife	Workg H/wife	Other	Total
- 1 mile	92 (34%)	24 (48%)	45 (57%)	43 (46%)	100 (57%)	62 (56%)	28 (56%)	304 (48%)
1 - 2	57 (21%)	15 (30%)	20 (25%)	19 (20%)	30 (17%)	22 (20%)	10 (20%)	173 (21%)
3 - 5	60 (22%)	7 (14%)	7 (9%)	20 (22%)	26 (15%)	13 (12%)	8 (16%)	141 (17%)
6 - 10	37 (14%)	3 (6%)	5 (6%)	5 (5%)	14 (8%)	9 (8%)	2 (4%)	75 (9%)
11 +	22 (8%)	1 (2%)	2 (3%)	6 (6%)	6 (3%)	4 (4%)	2 (4%)	43 (5%)
Total	268 (100%)	50 (100%)	79 (100%)	93 (100%)	176 (100%)	110 (100%)	50 (100%)	826 (100%)

Employment x Multiple User

Just as those in full-time work and housewives showed a pattern of more restricted usage of centres and facilities, so it would seem that in a consideration of reported multiple usership, they show similar responses with 29% of those in full-time work and 31% of housewives reporting multiple usership in contrast to 42% of the retired, 45% of the unemployed or 51% of the group 'others'. Analysis of the data gives a x^2 value of 20.05, with v = 6 and is significant at the 0.005 level.

Table 43 Employment x Multiple User

	F-T Work	P-T Work	Retd	Unempl	H/wife	Workg H/wife	Others	Total
Yes	77 (29%)	22 (44%)	33 (42%)	42 (45%)	55 (31%)	44 (40%)	26 (52%)	299 (36%)
No	191 (71%)	28 (56%)	46 (58%)	51 (55%)	121 (69%)	66 (60%)	24 (48%)	527 (64%)
Total	268 (100%)	50 (100%)	79 (100%)	93 (100%)	176 (100%)	110 (100%)	50 (100%)	826 (100%)

Employment x Marital Status

Since the two factors are not independant, no x^2 analysis can be given, but the data does serve to confirm previous interpretations. The unemployed users are predominantly single, as are those in the category 'other'.

Table 44 Employment x Marital Status

	F-T Work	P-T Work	Retd	Unempl	H/wife	Workg H/wife	Other	Total
Single	103 (38%)	11 (22%)	10 (13%)	64 (69%)	6 (3%)	1 (1%)	46 (92%)	241 (29%)
Married	138 (51%)	29 (58%)	39 (49%)	21 (23%)	155 (88%)	102 (93%)	1 (2%)	485 (59%)
Widowed	6 (2%)	6 (12%)	30 (38%)	1 (1%)	10 (6%)	2 (2%)	1 (2%)	56 (7%)
Separated Divorced	21 (8%)	4 (8%)	0 (0%)	7 (8%)	5 (3%)	5 (5%)	2 (4%)	44 (5%)
Total	268 (100%)	50 (100%)	79 (100%)	93 (100%)	176 (100%)	110 (100%)	50 (100%)	826 (100%)

Employment x Facilities Chosen

Just as previous analyses demonstrated the existence of a relationship between age and usership of facilities, in part the same relationship is evident in the analysis of employment status and leisure choices, age and occupational status being partially related factors. It is interesting to note that the unemployed report proportionally less usership of almost all facilities than those in full-time work. The only reported greater use is of Public Outdoor Sports Facilities, Community Centres and Youth Clubs. Previous sex and age differences are again confirmed with relatively low proportions of housewives, working housewives and retired people involved in Public Outdoor Sport, though the gap is greatly decreased in Public Indoor Sport. It is interesting to note the relatively low participation of the unemployed in Community Education or Informal Further Education Classes compared to other groups, and similarly low participation rate for the unemployed being recorded against libraries and museums and galleries. Analysis of the data gives a x^2 value of 227.6 with v = 60 and is significant at the 0.001 level. Even if the category of Youth Clubs is excluded from the analysis on the grounds that it is unlikely to be associated with those in the category 'retired' and highly associated with the young in the category 'other', the same significant relationship between the data is evident.

Table 45 Employment x Facilities Used

	F-T Work	P-T Work	Retired	Unempl	H/wife	Workg H/wife	Other	Total
Pub O/door Sport	99 (37%)	15 (30%)	7 (9%)	37 (40%)	24 (14%)	20 (18%)	20 (40%)	222
Pub I/door Sport	179 (67%)	24 (48%)	11 (14%)	56 (60%)	75 (43%)	60 (55%)	33 (66%)	438
Pri O/door Sport	55 (20%)	7 (14%)	10 (13%)	5 (5%)	15 (9%)	8 (7%)	5 (10%)	105
Pri I/door Sport	46 (17%)	11 (22%)	12 (15%)	10 (11%)	19 (11%)	12 (11%)	10 (20%)	120
Libraries	124 (46%)	27 (54%)	47 (59%)	38 (41%)	101 (57%)	60 (55%)	26 (52%)	423
Museum & Galleries	85 (32%)	15 (30%)	23 (29%)	17 (18%)	39 (22%)	32 (29%)	18 (36%)	229
Pub Parks & Gardens	174 (65%)	29 (58%)	43 (54%)	39 (42%)	124 (70%)	79 (72%)	39 (78%)	527
Country Parks	104 (39%)	21 (42%)	22 (28%)	25 (27%)	74 (42%)	37 (34%)	25 (50%)	308
Community Centres	123 (46%)	28 (56%)	42 (53%)	48 (52%)	90 (51%)	58 (53%)	26 (52%)	415
CE/IFE	59 (22%)	14 (28%)	18 (23%)	10 (11%)	45 (26%)	33 (30%)	10 (20%)	189
Youth Clubs	36 (13%)	9 (18%)	3 (4%)	37 (40%)	6 (3%)	3 (3%)	19 (38%)	113
Total	1084	200	238	322	612	402	231	3089
No of User	268 (100%)	50 (100%)	79 (100%)	93 (100%)	176 (100%)	110 (100%)	50 (100%)	826

Further evidence of the relationship between employment status and leisure activities is seen in the mean number of leisure choices, with the young in the category 'other' reporting the widest range of choices followed by those in full-time employment. The relatively low mean number of choices recorded by the retired and unemployed would seem to suggest that their "freedom from work" is not matched by a widely developed span of usage of public leisure facilities.

Table 46a Mean Number of Leisure Choices x Occupational Status

Full-Time Employment	4.04
Part-Time Employment	4.00
Retired	3.01
Unemployed	3.46
Housewife	3.48
Working Housewife	3.65
Other	4.62

Table 46b Employment x Number of Choices

Number of Choices	F-T Work	P-T Work	Retired	Unempl	H/wife	Workg H/wife	Others	Total
0	2	2	3	4	9	3	1	24
1	38	9	15	15	24	15	3	119
2	37	3	14	14	35	20	3	126
3	39	10	18	19	27	20	11	144
4	41	7	13	11	23	18	6	119
5	40	8	9	15	25	11	7	115
6	38	6	5	7	16	10	7	89
7	15	0	1	5	13	6	0	49
8	5	3	1	2	3	4	2	20
9	9	2	0	0	1	3	1	16
10	2	1	0	1	0	0	0	4
11	1	0	0	0	0	0	0	0
Total	268	50	79	93	176	110	50	826

CHAPTER 6

Community Centres. A profile of staff, centres, issues and concerns

Introduction

In this chapter we will attempt to illustrate the major issues, recurrent patterns and common themes that emerge from our study of a range of differing community centres. Our approach to each centre has been broadly similar and has involved four areas of investigation, firstly the user-participant questionnaire which has been considered in Chapter 5, secondly structured interviews and questionnaires of full time professional staff in community centres, (outlines of which can be found in Appendix 3). Thirdly, observations of different groups using centres were carried out including structured interviews with selected members (a copy of the interview schedule is in Appendix 4).

In this chapter we are concerned to study centre based staff, however distinctions between professional staff in Youth and Community, Community Education or Leisure and Recreation Services are typically not made, since all but four of the staff interviewed were employed by Youth and Community or Community Education Services. Where possible we have tried to include both Regional and District Community Centres for study, however, a simple balance between Regional and District Community Centres does not exist in all three areas studied. In Tayside Region while there are Community Centres and professional centre based Community Education staff, there is no parallel form of centres or staff under the aegis of the Dundee City District Leisure and Recreation Department for comparison. In Fife Region, while there exists both Community Centres and Community Use of Schools with professional Youth and Community and Community Education staff (under the aegis of the Community Education and Recreation Service), Dunfermline District has a number of Community Centres but no centre based professional staff. Central Region and Stirling District do provide a fuller contrast with the Regional Youth and Community Service providing both centres and professional staff, and Stirling District Leisure and Recreation Department's providing both centres and centre based professional staff.

Despite the differing organisational structures in the three Regions and the differing forms of District L & R based centre provision, there exists a similarity in the programmes and activities found in centres. We shall not attempt to make comparisons between the Regions and Districts but rather shall concentrate on the more generalisable aspects of practice and professional orientation.

The centres visited during the study were selected in negotiation with Regional Community Education or Youth and Community Staff and District Leisure and Recreation professional staff and were selected to meet the criterion that they provided a representative sample of the range and diversity of centres, activities, approaches and purposes. Though we shall not hereafter refer directly to individual centres or their staff, the community centres studied were as follows: Tayside Region Community Education Service - The Ardler Centre, The Fintry Centre (staffed centres). Dundee City District Leisure and Recreation Department - no equivalent centres or professional staff. Central Region Youth and Community Service - The Allan Leisure Centre, The Fallin Centre, Dunblane Braeport Centre, St. Modan's Community Use of School. (Staff and centres). Stirling District Leisure and Recreation Department - The Mayfield Centre, The Cornton Centre. (Staff and centres). Fife Region Community Education and Recreation Service - The Inverkeithing Centre, The Abbeyview Centre, The Valleyfield Centre, The Kelty Centre, Woodmill Community Use of School. (Staff and centres). Dunfermline District Leisure and Recreation Department - The Abbeyview Centre, Rosyth Parkgates, Kelty Miners Institute. (Centres but no equivalent professional staff).

It is in the study of community centres that the clearest indication of overlap of work occurs between the Leisure and Recreation Services and the Community Education or Youth and Community Services; though professional workers from these departmental backgrounds may well have differing professional orientations, the general programme of usage and participation in community centres they stimulate and manage is in practice frequently very similar, though the nature of work with particular groups may well reflect differing professional concerns. Accountability as public servants makes it imperative that firstly they ensure that community centres are well used by members of the public and secondly that distributive justice is seen to be done in that usage is made by identifiable different groups within the community, for example, teenagers, mothers and toddlers, old age pensioners, people interested in particular sports and so on.

Major issues in the running of centres revolve around programme development and creating a balanced and equitable pattern of usage; demands made on professionals to respond to particular groups defined as priorities; the privatisation of public facilities; and the nature and quality of the programmes of community centres.

Professional Staff

The Professional Staff interviewed joined the authority they are currently employed by in two fairly equally concentrated time periods either in 1973/4/5 or in 1981/2, the vast majority having received a Certificate or Diploma in Youth and Community Work or Community Education from one of the Scottish Colleges of Education, though there are one or two graduates with B.Ed degrees often in Physical Education or Human Movement from those institutions and the very occasional university honours graduate in arts or social sciences. It is of interest to note that many of the professionals work in or near the same Region as the College in which they previously received education and professional training. In short Tayside seems to draw heavily on the graduates of Dundee College; Central Region on the graduates of Jordanhill, and Moray House to a lesser extent; and Fife on the graduates of Moray House, Dunfermline College as well as Jordanhill and Dundee.

Younger adults tend to predominate among the staff in centres, with almost three times as many staff in the 20-30's age groups as in the 40's and 50's. Job mobility seems fairly high with again three times as many reporting that this is not their first job in the service, many of them having taken their current position less than two years before the time of interview. The relative youth of many of the staff combined with apparently high rates of job mobility does raise questions of how well they get to know the community in which a centre is based, how effectively they can establish links with the many sections of that community, and how far centre based programmes and activities can be created in response to local needs, interests and demands if indeed professional staff are highly mobile. Not only do many of the professional staff have working experience of other community centres, other regions or other branches of the service, they tend also to have had experience of working in industry and experience of part-time seasonal work with the Community Education Service or a Leisure and Recreation Department or voluntary work with youth groups. Only a small number of staff have had working experience in the formal education system.

In questioning staff about their working life about three quarters of them see their role primarily as managerial and administrative, for example "..... responsibility for the programming and planning of the facilities under my control in order that they are used to their maximum by a varied cross section of the community". The remaining quarter see themselves primarily as group workers and contact makers - "..... responsibilities include youth clubs, pensioners, playgroups, mothers' groups,links with outside agencies such as schools, including social education". This emphasis on administration and management is clear in the way staff describe their allocation of working time to particular tasks; typically staff report they spend in excess of 60% of their time in management and administrative tasks, around 20% of their time in work with user groups and a little less than 20% of their time making contacts with outside organisations. There is, however, some variation between staff, some reporting as much as 90% of their time spent in management and administration, 10% spent in contacting other organisations and no time spent in working with user groups. Four fifths of the staff report management as the major category of work; only one member of staff interviewed reported working with user groups as the major category of work, 50% of his time being spent in such work, 30% in management and administration, 20% in making contacts.

We also asked staff in centres to estimate how much of their working time each month was devoted to the following aspects of their work, Maintenance (servicing or working with existing amenities, programmes, facilities). Promotion - Extension, (promoting, advertising, encouraging the use of existing amenities, facilities, programmes). Expansion, (trying to increase the numbers of amenities, facilities, programmes and the number of users) and Development - Innovation, (trying to create different amenities, facilities, programmes, encouraging different uses of existing amenities, facilities, programmes, involving new and different groups of users). What we were concerned to seek out was whether or not there was a common pattern of programmes and activities in centres, a common 'core curriculum': if so what was the nature and quality of that 'core curriculum' and what degree of freedom and autonomy existed for professional workers to create innovatory and developmental programmes and structures which might flexibly respond to particular local demands?[1]

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(1) Mee and Wiltshire (1978) in studying the provision of Adult Education in England and Wales concluded that a common pattern of programme provision could be found in the range of institutions they investigated. This they termed a "common core curriculum" and distinguished it from an organisation's "capacity for innovation". Our terminology in part derives from this research and seeks to elaborate the distinction.

Clearly for the majority of professional workers in centres Maintenance is the predominant aspect of their work with typically around 46% of their time devoted to it. Individual estimates do range considerably though from individuals who claim to spend 85% of their time in this area and others who only report 10% of their time thus allocated. Within some centres with more than one professional member of staff, there may be a developmental role allocated. In the areas of Promotion - Extension, workers report an average of 19% of their monthly work, with individual variations between 10% and 50%, likewise with Development - Innovation, workers typically report around 19% of their time, with individual estimates ranging between 10% and 40%. Expansion seems to be the aspect of work to which least time is devoted, according to professional workers' estimates, with an average of 16% of monthly time thus allocated, and individuals reporting between 5% and 30%.

We asked workers whether they felt that their job varied throughout the year, and while many felt that there were differences between winter and summer work few felt that it made much difference either in their allocation of time to Administration or to Maintenance, though during the course of their employment in the services of Community Education or Youth and Community, half of the professional workers did indicate that their jobs had changed in various ways. Some reported an overall expansion of their work, and in particular the increasing emphasis on new groups such as the unemployed and the move from solely a Youth concern to a broader community concern. Equally, others mentioned the increasing financial constraints under which work proceeds, and interestingly mention was made of a shift from Development and Innovation to Maintenance.

It seems probable that while many full-time workers have moved from voluntary part-time involvement in group work working often with youth, the result of their professional training at college, often in a range of professional skills, is that they become employed in centres with a role which is predominantly managerial and administrative. Indeed in asking them to apply a simple description to their role the clear majority style themselves managers, and dogs-bodies, with very few describing themselves social workers, youth workers ("do-gooders"), and only two mentioning their role as being in any way educational. In looking both at their allocation of time and the direction in which it is applied, there seems to be little direct involvement in either non-formal, informal or formal educational work, for these Community Centre Workers their contact mostly being in the forms of brokerage between potential group members and tutors and leaders when fixing an annual or sessional programme, or monitoring on-going programmes.

Workers do, however, report extensive contacts both within the service as well as with allied local government services, with national and voluntary organisations, and with groups within the local community. It is with professional and manual staff within their own area of work that the centre based professional workers report the most frequent working contact, closely followed by contact with individual members of the public. They estimate that they typically spend a great deal of time in contact with these groups in the course of their work. Contact with members of voluntary organisations, clubs or groups is reported as occupying much of their working time whereas contact with other professional staff in the District or Region is estimated to be less frequent or time consuming. Similarly contact with staff of other Districts or Regions or of National Organisations is less frequent. Other significant contacts listed by a small minority of workers were local trades people and the management committee.

Apart from the amount of time spent in contact with various groups of people, we asked the professional workers to indicate the most frequent purposes of their contact and to indicate what roles they most frequently played. Most frequent mention was made of staff supervision and management with professional workers perceiving themselves to be concerned with the organisation of a team of administrative, manual and janitorial, voluntary and part-time specialist staff whose operations they coordinated and monitored. Equally frequently they perceive their contact with centre users or members as being in terms of acting as a resource for participants and almost as frequently in assessing the needs and interests of potential participants and users. Similarly they perceive themselves as being often concerned with facilitating and animating participants. The fact that they see supervision and management as a highly frequent purpose of their working contacts seems consistent with the large proportion of their time they report they allocate to it as against the relatively small amount of time they allocate to participants (20%). However it does seem inconsistent that they estimate that a great deal of their time is spent in acting as a resource, or in assessing needs of participants when they report an average of 60% of their time spent in management tasks.

Planning with other local authority staff was the next most frequently mentioned purpose of contact, with teaching or coaching participants similarly rated. In descending order of frequency of reporting, staff rate advising other bodies, planning with staff of other agencies and organisations, giving or receiving in-service training and least frequently Market Research. It may either be that staff did not share the same understanding of the term Market Research as the researchers or that they genuinely are rarely involved in user and non user surveys or similar exercises.

While all of the professional staff we interviewed and used questionnaires with were agreed that they had considerable control over the project, centre or area of work with which they were concerned, they diverged strongly over their ability to influence overall policy in a Regional Community Education or Youth and Community Service. Some went as far as to say they "..... found it questionable whether there is an overall policy", others said "there is no machinery for fieldworkers to influence policy", and many felt "there is no access to the politicians who influence overall policy". On the other hand some felt their influence could be exerted through their annual reports and any successes it contained. Others felt they could propel their views upwards through either an area team, or a senior management team or hierarchy.

Their overall view was, however, of their ability to exert control only at a local level and of at best minimal influence, at worst no voice in the shaping of overall Regional policy, and clearly some professional workers in centres did feel that they were not only divorced from policy making but lacked effective backup, support and consultation with senior staff.

We sought to distinguish between a range of possible functions which centres might serve, and while clearly this range is not exhaustive it was derived from the differing emphases which we had encountered in our initial interviews with Community Education, Youth and Community and Leisure and Recreation Senior Staff, and it reflects the overlapping concerns and functions expressed.

We asked centre based staff to rate from most important to least important various possible functions of a Community Education or Youth and Community Service or if appropriate a Leisure and Recreation Service and what emerges is a complex and overlapping set of professional intentions and purposes. While an educational purpose, that is promoting the intellectual, emotional, physical or social development of the individual, was deemed to be overall the most important function of a project, centre or area of work with which professional workers were concerned, there were nevertheless the small minority of staff who found such a purpose least important. Almost equally important, workers rated a recreational purpose to their efforts, that is to provide opportunities for participants to exercise choice of activities or programmes, and to actively participate and involve themselves in leisure time activities: a social or entertainment purpose was also highly rated as important, that is the intention to provide opportunities for people to get together, enjoy themselves or be entertained. This concern with fulfilling a social role within the community represents a significant strand within the thinking of many professional workers, who argue that such provision is a necessary pre-requisite if centres are to involve a broad cross section of the community and if fruitful contacts are to be made between professional staff and the community which may serve as the basis for the development of subsequent more responsive programmes.

Closely ranked but with a spread of personal ratings, workers evaluated a community development purpose as next most important - (to enable people to participate more fully and take more control in local affairs). Health and mental health were rated as the next most important purpose, workers being concerned to provide opportunities for people to relieve frustrations and tensions of modern life and to develop healthy leisure pursuits. This links closely with the next rated purpose a Sporting - recreational one in which it is intended to provide accessible sports facilities and encourage wide usage of them, this being in particular a clear area of joint concern both for the Leisure and Recreation and Community Education Services. Though we had included the category Conservation (of natural environment, works of arts) principally for those in the Countryside Ranger Service and those in the Library, Museums and Gallery staff, Community Centre Workers still rated that a more important purpose in their own work than a purely Sporting one, (i.e. a concern to provide high quality sports facilities, to develop high level sports performance and opportunities for people to compete at all levels). Competition between users was seen to be the least important and possibly least desirable goal in their work.

It is important to mention here that those professional staff who work for District Leisure and Recreation Departments do not rate those possible functions in quite the same order as staff within Youth and Community or Community Education Services, but tend to place more emphasis on recreational sport though they too place relatively little emphasis on more competitive sport. Table 1 contrasts the differences in ranking of importance, 1 being used to indicate the most important purposes and 7/8 the least important.

Table 1. Ranking of importance of professional purposes

Overall Centre based staff ranking		L&R staff ranking
Educational	1	3
Recreational	2	1
Social/Entertainment	3	2=
Community Development	4	5
Health	5	4
Sporting/Recreational	6	2=
Conservation	7	7
Sporting	8	6

This gives some indication that while there may be an overlap between the work of centre based L&R and CE professional staff differences do exist in what they consider as their prime professional purposes.

Despite individual differences in rating, there is nevertheless a fairly high degree of consensus between workers on the two or three most important and least important purposes of their work, though again their ranking does not seem to be particularly consistent with the professional worker's allocation of his/her own working time. Indeed when workers respond that their project, centre or area of work is quite successful in fulfilling its purpose, they can make such a judgement more easily when they hold such a complex web of intentions, purposes and goals than if there was a more tightly defined purpose for the service. If one questions staff on their effectiveness using for example educational criteria, they can always substitute their successes in a social - recreational area as an equally legitimate area of work on which to be appraised. Clearly there can be no simple distinction between what is and is not ultimately educational in its effect when initial and introductory involvement by participants for a social purpose may hopefully lead to other kinds of participation by those same users later. The lack of a clear agreed national set of priorities of function does not help to resolve this problematic area.

We asked professional workers to indicate upon which criteria they made distinctions, among the community they worked with, in creating relevant and appropriate programmes, activities and facilities. While almost all professional workers were happy to distinguish between the needs of differing age groups (teenagers and middle aged) in the community, and to distinguish groups with special needs (the unemployed and the handicapped) and to differentiate between groups with particular interests (tenants groups and club members) very few were prepared to accept social class as a criterion for differentiated provision, the clear majority of workers rejecting that dimension as significant despite its clear influence in participation as evidenced in the Alexander and Russell Reports among others. (Alexander: 1975, Russell: 1974).

Some professional workers prefer to avoid making distinctions between groups in the community and to avoid making painful choices of priority and say they wish to work "at the needs of the community as a whole - why divide it?", or state "all groups should receive equal consideration". From discussions with professional workers, what frequently emerged is a consensus view of community working cooperatively in harmony rather than a view of community divided by interest and competition. Where workers are prepared to select out priority groups that they consider it important to provide programmes, activities and facilities for, the most frequently mentioned groups are the unemployed, the elderly, including Old Age Pensioners in the same undifferentiated category, teenagers, the handicapped either physically, socially or mentally, Mothers and Toddlers and, Women as a separate category: infrequently listed concerns are for single parents, shift workers and adult learners. The purposes of working with such target groups range widely from, "Sports Facilities for youth groups, Recreation for the Retired, and Creative diversion for the Unemployed".

Professional workers feel that programmes, facilities and projects are first and foremost designed to meet the needs of the community as a whole, and the needs of the immediate neighbourhood. Few workers isolate particular groups within the community and some go as far as to say that "little time is given to researching real needs, programmes are designed to suit staff".

The size of the community to which the professional workers look varies enormously, with staff in different centres estimating their potential catchment area being geographically as small as 1 square mile or as large as 1000 square miles (in Central Region) or alternatively as little as 6,000 head of population or as large as 50,000. Clearly the size of the potential user population may influence the facility with which one can make distinctions within it for the purposes of programme development. As one Youth and Community Worker expressed himself in a particularly small and affluent area, "we are supposed to make provision for the unemployed, but my bosses don't seem to understand we don't have any round here".

In a further attempt to get professional workers to prioritise between different areas of work, programmes, activities and forms of provision, we asked them to rank the most important and least important areas to maintain. The overwhelming response in terms of areas most important to maintain was youth work, reflecting possibly the background training and primary interest of most professional staff. Among other areas of concern for continued provision were work with the unemployed, playgroups, work with the elderly, Mothers and Toddlers, with comparatively little importance given to work with women, Community Arts, Informal Sessions, Research, Education and Social Education and Adult Learners. While much of the work with the unemployed, with playgroups, with the elderly and with mothers and toddlers groups may be educational in its intent, it does raise an important question as to why comparatively little importance was attached to work with women, Community Arts, Informal Sessions, Research, Education and Social Education and Adult Learners given the prominence given to an educational purpose in centre work by professional staff.

At the other end of the continuum, the areas of provision, professional workers feel are of least importance are private and casual sporting and recreational usage for badminton, whist and volleyball for instance and the private letting of facilities either for private functions like wedding receptions or birthday parties or the hiring of premises to commercial enterprises. Organised groups like the Boys Brigade and Majorette groups were selected by some workers as least important. On the other hand some mentioned non-vocational classes and self-financing adult classes as the least important areas of provision to maintain. While it is difficult to pull the often contradictory strands together, the professional staff espouse a wide variety of professional concerns in their work, seeing themselves as having educational, recreational, developmental functions within the community, but when pressed to isolate their priority groups, take on a fairly traditional concern with Youth Work, the Old Age Pensioners, Playgroups and Mothers and Toddlers Groups and more recently, the unemployed, though what their role is in relation to the latter group is the most difficult to define.

We were interested to ask professional workers in the centres how far users or participants could influence what goes on in centres or programmes and while all workers said that users could exert influence by complaints to staff or could inform staff in their discussions with participants, one is tempted to ask how open and effective such a feedback channel really is. While three-quarters of the staff say that Advisory and Management Committees can influence the nature of provision within centres, it is interesting to note that only one professional worker considered it useful to work within the anonymity of a suggestions box, and similarly only a few workers claim to formalise their feedback from participants by either complaints forms or user surveys, a view substantiating the low priority allocated to market research techniques. Other routes by which workers feel that participants can influence the running of centres are by direct complaints to local Councillors or Community Councils, and by the time honoured practice of users voting with their feet. In essence workers tend to feel that their own presence with or without a management committee is an adequate channel through which suggestions, complaints and demands can be attended to and a just allocation of resources made, however, they tend not to see themselves as having any real or potential obstructive function towards user pressures and purposes. They believe themselves to be approachable by all, and seem to believe that all participants have the ability to make their voice equally heard.

Clearly the area of feedback and evaluation of programmes is a crucial one if the centres are to provide responsive and viable programmes for the whole community and for the many differing groups within the community. Analysis of the interests, needs and expressed and latent demands of differing sectors of the community, allied to both on line formative and end of programme summative evaluation are areas which may well need stronger emphasis in professional work if both adequate public accountability and high quality work are to be achieved.

While almost all professional workers report that they are involved with cooperative work either with other departments in Community Education, or with voluntary organisations, national bodies, Leisure and Recreation Departments, Social Work Departments, Schools and the Manpower Services Commission, many say that they experience problems in undertaking joint ventures. Communication problems, and what the professional workers describe as a "lack of awareness about what community education is" are the most frequently cited areas of friction, with lack of coordination between other agencies and Community Education being perceived as instrumental. In addition to problems outwith the service that frustrate cooperative ventures, some professional workers feel that problems lie within and cite "regional officials' empire building" and failure to get "agreed sets of objectives" as problematic areas.

How then can professional workers judge the success of their work, what criteria do they cite as being indicative of successful projects, programmes, activities, facilities and centres? The enrolment economy or the 'numbers game' is without doubt the most salient criterion advanced, and the meeting of numbers targets is seen not only as crucial to the continuance of work, but as a measure of its popularity. As one Community Education Worker put it with words reminiscent of Mr. Micawber, "if only nine turn up then nine will be disappointed, but if ten come they can all enjoy themselves and do it" (of a cookery group). Enjoyment was also seen by many as a sine qua non for a successful centre or activity though many also attributed the success of activities to "thorough planning and organisation". Many other criteria were advanced by individual workers, but essentially they fall into two clusters.

Firstly, criteria associated with the management of a centre that lead to success, and secondly factors associated with the individual user's experience of an activity or programme that make him likely to return. The former cluster includes criteria such as, "a minimum of bureaucracy, meeting objectives determined, good publicity, local prestige, a business-like attitude to users, flexibility, the personality of staff and how they control the centre, and the devolution of control". The latter cluster includes such criteria as, "a sense of personal gain, meeting the needs of users, an improvement in the quality of life, and the social development of the user". When such criteria are viewed against the stated purposes of the enterprise, i.e. education, recreation and community development, they do not seem to elaborate detailed educational, recreational or community development goals. Rather the weight of professional opinion which falls behind an enrolment economy view suggests that the criteria for success, are seen predominantly in administrative and institutional terms.

When we asked professional workers what influential documents published in the last few years had informed their practice, the single largest category and majority response was 'none', though a few individual workers did mention the Alexander Report, the Stodart Report, and Community of Interests.

The questions of the effectiveness of pre-service and in-service training and the penetration and interpretation of both government and research reports may need to be addressed; if centre based workers are to initiate responsive and developmental programmes and activities, access to reports of experimental, new or 'good' practice is crucial both as inspiration and as support.

In short, whether a management by objectives approach is adopted or more radical alternatives, there seems to be both a crudeness and a lack of precise focus in workers selection of criteria upon which to evaluate the sucess of the centres with which they are involved. Perhaps the combination of overlapping purposes with which they describe their work serves to obfuscate any single clear set of criteria of evaluation.

It is of interest to note that while professional workers think that professional education and training is essential before and during service, and feel that their own initial professional training was adequate, they clearly feel that existing forms of in-service training are inadequate.

When we asked centre-based professional staff what categories of staff were most needed for the future development of the field of work, they were almost unanimous in the response that specialist staff of one sort or another are required, indeed the bald statement "more specialist staff" was common. The most frequent types of staff needed were: Group Work Staff; Detached Community and Community Development Workers; those skilled in work with the elderly and women; those skilled in counselling, and adult educators. Little mention was made of either extra administrative staff, extra part-time and volunteer staff and no mention was made of generalist professional staff. There seems to be a recognition among professional workers, from the evidence we have, that consolidation of work in the field and its further development is heavily dependent upon specialist staff who can define goals in more focussed terms and be seen to achieve such goals.

In a similar fashion professional workers often cite specialised projects and activities as the most desirable areas in which future development should take place, projects with the unemployed and redundant being most frequently mentioned. Detached youth work with the 15-18 year old group is frequently mentioned as desirable for future development as is work with the retired. Again, in the context of previous answers, the concerns are fairly predictable, and if anything suggest that though they cite these areas of work as current concerns they clearly feel insufficient effort is being made to meet either the demand or the potential demand from these sectors of the community. Indeed the regularity with which, under all sorts of headings, the target groups of youth, and the elderly and the unemployed emerge, indicates that they are either by virtue of their non-employment and possibly their extensive free time, or for compensatory reasons, the sectors of greatest concern to centre workers. None, for example, cite working class men in employment as being a significant group with whom to develop appropriate programmes and activities.

Outside of these areas of broad consensus, individual community centre workers have particular concerns for the development of the field and collectively they suggest a wide range of valuable areas: adult education and learning exchanges, weekend and residential courses, counselling services, community arts and theatre programmes, social and health education, community development projects, sports tuition and women's groups.

In those regions where staff have experienced the integration of Youth Work, Community Work and Adult Education, the view seems to be that there are as many disadvantages (if not more) as advantages to that merger. On the positive side professional staff draw attention to "better contacts within the service; better utilisation and co-ordination of resources; wider opportunities for everyone; more resources; more dialogue between professionals; and a holistic approach to the community". However, some state quite categorically that no advantages have emerged. In a more negative vein, staff draw attention to "petty professional jealousies; empire building among senior staff; and increasingly extended bureaucratic hierarchies". They feel that integration has forced them to become "Jack of all trades, less specialist, more generic", and has led them to "cope with everything, blur definitions for the public, confuse priorities and change priorities". In short where such an integration has taken place, clearly many professional centre-based staff are critical, whereas those in a region which has not so changed tend to express a view that such integration would be desirable.

Bearing in mind that not all community centres are run under the aegis of a Community Education or Youth and Community Service, workers in those which run under the auspices of a Leisure and Recreation service have experienced a similar integration which, in many Districts and Regions, brought previously disparate services together under the direction of a Leisure and Recreation service. These workers, like their Youth and Community and Community Education counterparts see "financial benefits", a cut down on duplication, coordination and cross fertilisation" as benefits of their own administrative integration, but equally are aware of what they term, "more bureaucracy, organisational hierarchies and the lack of experienced high level or senior officers" as a disadvantageous effect. As to whether further integration between Leisure and Recreation services and Community Education services is desirable at an administrative level, opinion is split with as many professional staff believing such a move desirable as undesirable, though there is much more support among staff for a view that closer working relationships between Community Education and Leisure and Recreation staff, perhaps at a more grass roots level, is indeed desirable.

Just as the enrolment economy, or the numbers game, was perceived to be a criterion of success by centre-based workers, they also perceive it to be a fundamental determinant of whether programmes, activities and facilities run at all: the majority of workers cite it as the most important factor, though finance, resources and meeting needs are also seen as influential factors. Workers are aware of the need for wide dissemination of information about centres and programmes and resort to a variety of channels of communication to stimulate participation, newspapers, posters, word of mouth, leaflets, personal contact, radio and logos being among the techniques they use. Their aim in such publicity is to attract a wide variety of participants and by a varied programme cater for all within the surrounding community, some going as far as to reject any form of prioritisation, although a few workers do allocate priority to Youth Work. By and large the impression they promote is that provision is demand led. That is they will seek to respond to the requests of individuals and groups who are prepared to come to a centre and articulate them, and it is perhaps in this area that centres are most open to criticism in that they may tend to respond most to the demands of the most articulate.

Professional staff feel that work proceeds under many constraints, finance being most frequently mentioned, though again centre-based staff draw attention to "lack of leadership, problems with senior staff, lack of sufficient staff, lack of access to policy making and lack of political will" as constraining factors as well. Despite the frequent reference made to the numbers game, only two workers feel that it is a constraint on the development of the work, and only one felt that overmanagement at centre level was obstructive.

The overall picture that emerges of staff is one of qualified and mobile staff who have become immersed in the management and administration of centres and of a move away from predominantly face to face contact work with groups to more distant positions. Caught between increasing and often conflicting demands from the authority to take on new initiatives, with for example Women in Sport, the unemployed, the elderly, and without any increased staffing to develop work with such groups, they attempt to preserve a measure of distributive justice in allocating fair shares of resources and time to all groups. Surrounded by a proliferation of acceptable purposes for the operation of their centres, they are involved in a community educational enterprise within which they play relatively few educational roles themselves. The demands of administration frequently dominate professional workers' time and lead them into adopting managerial roles as primary and other roles, whether educational, recreational or social as secondary. In almost all cases they develop common core programmes with youths, the elderly and mothers and under 5's, with a periphery of educational and recreational, casual group and individual usage determined by overt demand.

Centres

The concept of a community centre is an extremely elastic one, covering in this study such different institutions as a recent purpose-built centre with squash courts, extensive games hall, lecture theatre, conference and study rooms, sauna and beauty culture rooms, photography, cookery, dress-making, pottery, woodwork and art rooms, garages, a children's pets' corner, a youth centre and two coffee bars. It is staffed by 3 full-time professionally trained Community Education workers with administrative, secretarial, janitorial and catering assistance and approximately 20 part-time youth leaders and is one element in Regional provision. At the other extreme there is a District owned and managed building with one general purpose room, a hall with stage and changing rooms and kitchen with no full-time or part-time centre based professional staff, but one full-time caretaker and part-time help with cleaning. Premises range from the modern custom built multi-purpose Community Centre to the purpose built Youth Centres now catering for a wider population to local halls, converted buildings, such as churches or primary schools, and school based centres with or without a newly built community wing; these latter frequently concern themselves with wider community use of school facilities out of school hours and to a lesser extent within school hours.

Though there has been little major new building in the immediate past, many of the new and converted buildings emerged in the mid-1970's and some of the older stock in the 1960's, following on central or local government initiatives directed at youth, community and leisure provision.

Despite the enormous differences in the size and number of resources, both physical and human, a consensus of practice seems to emerge from the majority of centres which can be seen in the similarity of the patterns of centre usage and programming. In the centres which are not attached to schools, mornings are typically given over to Mother and Toddler Groups, playgroups or creches. Lunch-times are often the central focus for old age pensioners' lunch clubs, followed by Day Clubs, Senior Citizens Groups, Old Time Dancing or other activity groups such as carpet bowling, dominoes and whist for older members of the community, with wherever space and facilities permit, casual individual usage for recreational sport, badminton being commonly found; in a few centres there are informal afternoon classes such as slimming, yoga and dress-making aimed at women. Late afternoon and evenings are typically devoted to Youth Provision with youth clubs determined by age banding and both mixed and single sex groups being allocated the premises for a proportion of the evening or of the weekly timetable. (See Table 2 for an example).

This pattern of provision may be seen both as a necessary core of programmes and activities which readily meets demands made on centres by surrounding communities, as well as the basis from which more responsive and developmental programmes might emerge. That is to say, each of the user groups may well have unvoiced demands which the community centre might respond to, and which may reflect latent demands among non-participants.

Youth provision in the evening is less characteristic of school based provision, where evenings tend to be devoted principally to individual casual and group recreational sport, often with some informal recreational classes taking place in areas as diverse as piping and drumming, Gaelic, Chinese classes organised for the children of the Chinese Community by themselves and motor cycle maintenance classes, though this sort of work is clearly a minority of the overall evening usage. Alongside such programmed usage and casual usage of large facilities, where resources permit, there is often casual usage of facilities such as pay and play electronic video games, pool and bookable use of pool and snooker tables. In many centres, programmed provision tends to be predominantly concentrated into weekdays, with only few groups making weekend usage, Bible study or Sunday school groups often being found; though there are exceptions, weekend usage is often restricted because of the limitations of staff hours in centres other than the biggest, and consequently private lets for functions such as weddings, or jumble sales often occupy Saturday provision with limited activities on Saturday evening and Sunday.

While the pattern of activities commonly found during the week may be regarded as a common core, weekend usage might be seen as a prime time for the development of innovatory programmes and activities. While for many participants the weekends may be reserved for leisure activities which are not associated with the centres, or may be reserved for family pursuits, for some potential participants the weekend may represent the only free time available. Consequently the limited availability of programmes and activities in centres may well mean limited or no access for some categories of participants and potential participants. Additionally, at the weekend the freedom from the constraints of running weekday core programmes may permit the possibility for centre based workers to draw into the centres other educational resources. The degree of autonomy that many centre based workers have in programme and activity development might enable them to call on the resources of other agencies, for example, Shelter, The Workers Educational Association, Child Poverty Action, University Extra-Mural Departments, Lecturers from the Further Education Sector, representatives of voluntary bodies, like Age Concern, the Pre-School Playgroup Association. Such cooperation with colleagues in these areas might be focussed on identifying issues, needs and interests in the surrounding community and developing experimental forms of responsive provision in the form of for example Day Workshops on Women and Health, Creative Writing Groups, Day Seminars on setting up Playgroups, Tenants Associations or Babysitting Circles or issue based programmes of concern to the community. While there are clear implications for professional and janitorial staff time, and while weekends may be inconvenient for some potential participants, weekend programming represents a challenge for centre based staff in the inclusion of non-participant groups in centre activities and in the development of innovatory, responsive and potentially developmental programmes.

Finance

Most of the Centres operate membership schemes, with an annual fee being payable for membership in one of a range of categories; Family Membership, Adult, Youth, Unemployed, O.A.P., are the most common categories with annual fees ranging from £5.00 - £12.00 for Family Membership and from free usage thereafter to daily charges of as much as 50p for each adult and 20p for children or £1.50 - £7.00 for Adult Membership and £1.00 - £2.00 for Youth and O.A.P. or Unemployed Membership. The predominant tendency is for those centres which are organised under either a Regional Community Education or Youth and Community Service to operate a membership scheme, while those organised under a District Leisure and Recreation Department tend not to, but sub-let time and space to groups who organise their own programme, often along a highly similar line of programming to those found in other centres. Both Regional and District Centres do in some cases permit private individuals to rent facilities within which to pursue

Table 2

	Morning	Afternoon	Evening
Monday	9.30 - 12.00 Playgroup 10.00- 11.30 Mother & Toddlers	2.00 - 4.00 Sports Course/Disabled 2.00 - 4.00 Gaelic Class (2) 2.00 - 5.00 Carpet Bowling (Gents) 4.00 - 6.00 Sports Course/Disabled	7.00 - 9.00 Junior Youth Club 7.00 - 9.00 Whist
Tuesday	9.30 - 12.00 Playgroup 10.00 - 11.30 Mother & Toddlers	2.00 - 4.00 Badminton 2.00 - 5.00 Carpet Bowling (Ladies) 2.00 - 4.00 Tufty Club (Fortnightly)	6.00 - 7.00 Childrens Bible Class 6.30 -10.30 Junior/Senior Judo 7.00 -10.30 Junior/Senior Table Tennis 8.30 - 9.30 Yoga Class
Wed.	9.30 - 12.00 Playgroup 10.00 - 12.00 Gaelic Class (1) 10.00 - 12.00 Probus (Fortnightly	2.00- 5.00 Carpet Bowling 2.00 - 4.00 Badminton 2.00 - 5.00 Bridge	6.00 - 7.30 Tiny Club 7.30 -10.00 Senior Youth Club 7.45 -10.00 Country Dancing
Thurs.	9.30 - 12.00 Playgroup 10.00 - 11.30 Mother & Toddlers 10.30 - 12.30 Ladies Carpet Bowling	1.30 - 2.30 High School 2.00 - 4.00 Badminton 2.00 - 5.00 Carpet Bowling (Gents) 2.30 - 7.00 Ballet Class	6.30 - 10.30 Junior/Senior Judo 6.30 - 8.00 Junior Youth Club 8.00 - 10.30 Adult Activity 9.00 - 10.30 Wheelers Club
Fri.	9.30 - 12.00 Playgroup	2.00 - 5.00 Carpet Bowling 2.00 - 3.00 Pop Mobility 3.00 - 4.00 Badminton	6.00 - Boys Brigade 7.00 - Table Tennis 8.15 - 11.00 Badminton
Sat.	10.00 - 12.00 Badminton Coaching		
Sun.			5.00 - 9.00 Five-a-Side Football

This programme may be subject to change as required.

recreational, sporting or educational groups for their own private gain; examples of this can be found in slimming classes, often as part of a national franchise, where an individual operates many groups of slimmers in differing centres through a District or Region several days a week, the organiser hiring premises and paying for those out of fees collected from members of the group. Similarly, dancing classes and popmobility, martial arts classes and yoga classes, all charging whatever they feel the market can bear, can operate as small individual businesses using public facilities both at peak and off peak times.

Just as the facilities which constitute a Community Centre are diverse, so arrangements for funding and budgeting are equally dissimilar ranging from the centre which has no visible budget to the multi account enterprise with financial predictions for the next financial year. In one District LR Community Centre where letting of space and facilities is the characteristic mode of operation, the following pattern of payment and usage emerges:- 4 weekday mornings 9-12 a.m. are occupied by a playgroup which hires the main hall on a sessional basis from the District Leisure and Recreation Department. Here the parents contribute sufficient to employ their own part-time playleader, provide equipment for themselves, snacks for the children and pay for the hire of the premises themselves. Five afternoons a week usually from 2-4 p.m. the Social Work Department pays for the hire of a room under the heading of a Day Club for Senior Citizens and additionally 2 days weekly for the room to serve as a focus for lunch for Senior Citizens.

There is no club membership and typically a small number of regular users turn up to sit, talk, and read the papers. Afternoon and evening sessions are then mostly occupied by self-financing groups such as majorettes, ballroom dancing groups, slimnastics, karate club, badminton club who hire the premises on a sessional basis if they can attract sufficient participants and collect and arrange their own funds, or alternatively the facilities are free for casual bookings of badminton, or for 'one off' lets for Jumble Sales, Fayres or Fund Raising Events by groups. Apart from the full-time caretaker, there is no easily identifiable individual, user or management committee or professional member of staff to coordinate or develop usage, nor is there any identifiable budget with which to stimulate the development of individual, group or disadvantaged group usage. In short, the centre represents the 'open access' approach; anyone who has the funds, confidence, skill to make use of the centre is free to compete with anyone else similarly endowed for use of the premises.

In such an approach the programme of usage is determined by overt demands made by groups and individual members of the public. Where these demands do not conflict with District policy, time and space in facilities is let at agreed rates. (District Council as a matter of policy may prevent lets to certain organisations for example political parties or commercial concerns who wish to organise sales in centres).

In the middle of the range of Community Education run Community Centres one which is fairly typical has the following staff and administrative structure:- staffed by a Senior Warden and one full-time Community Education Worker, the centre has a full-time steward, one clerkess and two cleaners each working twenty seven and a half hours weekly, and approximately 20 part-time staff, of whom ten work with youth groups, two as playgroup Supervisors, others as evening receptionists, coffee bar attendants or as specialist staff taking classes. The Region is directly responsible for keeping the premises wind and watertight, for electricity, heating and telephone charges, for part of the furnishing and decorating costs, for the salaries and wages of the permanent staff and for the provision, service and maintenance of a minibus based at the centre: within the centre allocations of money are made under three headings by the Region, £3,500 for part-time Youth Leaders, £1200 for equipment and £1100 for part-time administrative help in reception. Typical usage of the centre is within membership groups, an indication of their 1982 composition and funding is below:-

Table 3

Group	Annual Membership Fee	Session Fee	Funds in Account	No. of Users at Nov. '82
Playgroup	£1.00	.35p daily	£300	42
5 - 11 Group	1.00	.20p	100	89
12 - 14 Group	1.00	.20p	300	172
15 - 18 Group	1.00	.20p	100	62
Adult	7.00	.50p	-	101
O.A.P.	1.00	.20p	200	138
Family	12.00	Depending on Age	-	-
Unemployed	1.00	.20p	-	-
Coffee Bar	-		900	
General Account	-		100	
Majorettes	-		150	
Mother and Toddler	-		50	21

In this Region revenues collected are returned to regional headquarters, indeed the most meticulous detailed record of every daily fee pad and income target from annual fees and sessional levies are fixed for the Centre by the Region on

Table 4

DAY: DATE 8

PART 1 - DAILY ATTENDANCE RECORD

EARLY RECEPTION/DAYTIME INCOME

PLAYGROUP	UNEMPLOYED	OAP	12-14	15-18	ADULT	OTHER ( )
1						
2						
3						
Etc.						
Att:						
Cash£	£	£	£	£	£	£
Receipt No(s):		Sub-Total£				

EVENING INCOME

5-8, 9-11	12 - 14	U/EMP	OAP	15-18	ADULT	OTHER ( )
1						
2						
3						
Etc.						
Att:						
Cash£	£	£	£	£	£	£
Receipt No(s):	Sub-Total£					
TOTAL THIS SIDE (DAY + EVENING) £						

FEES COLLECTED 'IN BULK'	NUMBERS ATTENDING BY AGE							
DESCRIPTION/NAME OF GROUP	5-11	12-14	15-18	U/EMP	OAP	ADULT	RECEIPT	CA

TOTAL SESSION LEVY FOR DAY=
'BULK' TOTAL + TOTAL FROM OVER

TOTAL CASH FROM 'BULK £
TOTAL CASH FROM OVER £
TOTAL SESSION LEVY FOR DAY £

PART 2 - SUMMARY OF ANNUAL FEES - ENTER RECEIPT NUMBERS IN SPACES (BLUE)

LOW RATE - PLAYGROUP, 5-11, 12-14, U/EMP, OAP, Etc.									
						No. Enrolled		Total Cash£	

FULL RATE - ADULTS									
						No. Enrolled		Total Cash £	

FAMILY MEMBERSHIP									
						No. of Receipts.		Total Cash£	

TELEPHONE: REC. NO. AMOUNT£

OAP LUNCH: REC. NO. AMOUNT£

TOTAL ANNUAL FEES £

TOTAL SESSIONAL LEVY £

PLAYGROUP SESSIONAL LEVY £

Table 5

DATE ______________ SESSIONAL LEVIES

No.	OAP	R.U.	5 – 11	12 – 14	15 – 18	ADULT	VISITORS NAME	FEE
1								
2								
3								
4								
5								
6								
Etc.								

ATTENDANCE	SESSIONAL LEVY	TOTAL LEVY
OAP		
R.U.		
5-11		
12-14		
15-18		
ADULT		
VISITORS		

TOTAL SESSIONAL LEVY FOR DAY

____

Table 6

CASH BREAKDOWN

Date: ____________

SECTION	AMOUNT		CASH BREAKDOWN	
ANNUAL FEES			£20 notes	
SESSIONAL LEVY			£10 notes	
PLAYGROUP LEVY			£5 notes	
GENERAL FUND			£1 notes(English)	
PLAYGROUP FUND			£1 notes(Scottish)	
5 - 11 CLUB FUND			50p	
12 - 14 CLUB FUND			20p	
15 - 20 CLUB FUND			10p	
OAP CLUB FUND			5p	
COFFEE BAR			2p	
12 - 12 HOLIDAY FUND			1p	
MOTHER & TODDLER			½p	
MAJORETTE FUND			Cheques	
TOTAL			P.O.'s TOTAL	

a yearly basis. (Examples of these may be found in Tables 4-6). Funds that belong to user groups are generated by their own discos, coffee mornings and so on: at such fund raising events, the organising group either hire the community centre premises from the Region or return 10% of the profits from such events to the Region by way of payment and then contribute approximately 25% of the profit to a general centre fund keeping the remainder for their own group's account.

Management Committees

Relationships between management or user committees and professional workers vary enormously between centres, regions and the two services. At one extreme is a centre which is nominally run by a management committee in which the full-time professional worker has no management role. The worker, however, sees himself working with and influencing the management committee so that they avoid a narrow concern with merely filling the centre and permit groups who have little power to represent themselves, such as young people, to gain access to the centre's resources. The concern of the professional worker is that there is a tendency towards the formation of a clique within the management committee who will allocate time and access to the centre in a partisan fashion.

A more common perception of the professional worker's role in relation to a management committee is that the professional worker sees him/herself as both a buffer between competing interest groups in the community who may unduly sway committees and on the other hand as a champion of those groups within the community who for one reason or another fail to articulate their demands and wishes to a management committee; the mentally or physically handicapped might serve as an example here. At the other extreme professional workers see the development of a management committee as one of the ways through which a process of community development can take place, the professional worker preferring to fall back into an advisory role after the initial development phase. Devolution of control of the centre, of programming and of policy is in this view seen to be a healthy move both towards the stimulation of a democratic principle and to the nurturing of latent organisational talents within the local community.

Inevitably there is a mild tension in many of the relationships between management committees and professional workers when, on the one hand workers may wish to devolve control to an elected committee but on the other hand remain professionally accountable for the centre, its staff and the implementation of regional or district policy. Equally the definition and composition of management committees varies between the committee which represents a wide variety of interests, being made up of local and regional councillors, professionals from related fields, clergymen, head-teachers, doctors and local businessmen, (all of whom may well live outside the immediate locality of the centre and not be regular users) in addition to a representative group of local users. On the other hand some committees are made up solely of elected members from within the centre. Sufficient to say that there will always be an area of tension as long as professional workers are accountable for the success of centres and are encouraged to let centres determine their own direction and programme. The management committee mentioned first, which had been given total control of their centre because of the alleged ineptitude of a previous professional centre manager, described their view of their relationship with the local authority department responsible thus, "its alright to have a management committee running things if the centre's not doing well, but if you (the management committee) make a sucess of it and fill the place up they (the local authority department) want to take the credit for it then".

The development of programmes in response to need

There are two major determinants of the nature and balance of the programme in most centres. Firstly the realities of an enrolment economy by which the authority defines minimum numbers of enrolments necessary for an activity, programme or group to be permitted to run in a centre, and secondly the notion of responding to need. The great majority of professionals subscribe to a view that, if a community centre is to truly meet the description 'community', then what goes on under its auspices must reflect the real needs, interests and demands of its surrounding community and activities, programmes and groups must develop in a way that is relevant and responsive to those needs. Behind this view lie two predisposing factors. Firstly there is a professional concern that historically participation has been uneven between the sexes and social classes in a wide range of publicly provided facilities. The Scottish Sports Council Report ("A Question of Balance": A Study of Sports Centres and Swimming Pools: Vols. 1-2: 1979) gives inter alia recent examples of uneven patterns of participation in selected leisure and recreation facilities. Secondly there is a professional concern among CE staff to avoid imposing inappropriate programmes and activities on centres. The Alexander Report (HMSO: 1975) clearly showed that traditional programmes of Adult Education in Scotland often failed to meet the educational needs of those who might be deemed most in need. It provided more education for the already well educated and met the needs of only a part of the population. The amalgamation of Youth and Community Services with Adult Education Services provided an arena for an attempt to overcome these problems of relevance and partiality, since the base for Community Education could now be located within the community itself and not in some psychologically, if not geographically, remote institution like a High School; indeed the proximity and openness of the community centre would it was hoped, foster the trust, sensitivity and cooperation between professional workers and members of the community for such relevant programmes to emerge.

The second factor, that of the desire to avoid imposing a programme, stems from concepts of cultural relativity and the relations between social class, educational institutions and educational achievement. Since the realities of participation are often seen to be class based, middle class children are often seen to do better in the formal education system, have pleasant and rewarding experiences of it and feel confident to return to it as adults when they so choose. There is a feeling among many professional workers that working class adults and children do not benefit in similar ways, in part because they come from a culturally different sector of society from those who staff the education system. Professionals often feel that for them to determine a centre's programme is to duplicate in essence a potentially similar curriculum to the one that was imposed inappropriately, in their view, on working class children in school; their desire is to avoid a form of "cognitive imperialism" by which they impose their values of right and wrong, good and bad, acceptable and unacceptable ways of using leisure time on a local community. (In many ways, this may be closely related to non-directive approaches, both in Youth Work and Community Development work); Consequently if the programme arises from the community itself, and the professional worker's role is one of facilitating, resourcing and responding to local pressures, any imposition of values will be avoided. Indeed, in relation to the formal education system, professional workers often feel they are dealing with what the term "the casualties".

Given this background, it is then significant to note that in such differing communities as a small market town heavily populated by professions who use it as a dormitory suburb and an inner city housing scheme with all the attendant problems of multiple deprivation, almost identical patterns of centre programming emerge both apparently in response to locally articulated needs.

There seems to be many problems both conceptual and practical surrounding the notion of responding to needs, which workers have as yet to clarify. Firstly the non-directive approach in relation to local groups is in many ways fraught with logical inconsistencies. The community education worker is often critical of the professional barriers that other professionals protectively erect between themselves and members of the public or clients, and wishes to lower any such barriers between him/herself and the centre users and participants so that sensitive dialogues can take place. However, the non-directive approach may also be used in a barrier like fashion to save professional workers from revealing their own personal views, knowledge or values since they might then be perceived to be partisan and not concerned with the interests of the whole community. Similarly, the non-directive stance is often based on a view of the abilities of some members of the community in so far as it is thought necessary for the professional worker to suppress his/her own values and views. If these were uttered by the professional staff they feel they may unduly influence discussion and decision making; the implication being that because of their professional training, knowledge and experience, professional workers are in a position to be unintentionally authoritative or directive.

A non-directive approach may well have value as a specific methodology of work in relation to particular groups as they tackle the problem of identifying their purposes, intentions and goals, however, frequently the approach may take on the status of a holistic philosophy, being translated into all forms of work. Though professional workers may accept the non-directive approach as a part of the received wisdom of Community Education or Development work, many of the assumptions behind such an approach remain both hidden and unexamined.

Another problem of the non-directive approach is the problematic assumption that it is indeed possible to maintain a neutral, detached and value-free position, especially when at the same time professional workers are paid to take responsibility for centres on behalf of local authorities. If asked to prioritise centre based CE professional staff tend to place Youth Work as their foremost concern; equally problematic in such a non-directive approach are relationships with sectors of the community that do not articulate their demands, and do not create an initiative to which the community worker might respond.

The concept of responding to need has become firmly embedded in the language of community education and in a similar way a concern with traditional non-participants is beginning to gain a foothold in the thinking of some leisure and recreation professional staff. Yet the concept of need itself, and more so the concept of educational need requires clarification. Of central importance to the notion of need is the view that needs have a motivating force. This may be seen as deriving from a physiological view of needs in which hunger or thirst for example are seen as driving forces behind human behaviour. Such a view implies that human beings are needs deficit motivated, that is the absence of food or liquid causes related needs to increase in intensity such that they guide and direct human behaviour towards the reduction of painful need states.

By implication, the community educator may believe, that if the educational needs of non-participants could be discovered and appropriate programmes constructed to meet these, the urge to satisfy unmet needs would have similar motivating force and participation would become a reality. Educational needs do not, however, exist in such a relatively simple form as physiological ones, and it is open to question how far such a physiological view of needs adequately describes human behaviour. (The criticism that needs have a certain teleological quality can be made, that is to say needs are seen as ultimate causes of behaviour and consequently are not open to further investigation). Notions of need contain implicit assumptions about goals. A physiological view of needs assumes the goal of the individual is survival; notions of educational need imply educational goals but frequently fail to make these goals explicit. If the notion of educational need is to be used, the definition of the individual's or group's intentions, purposes and goals is a first step necessary before one can start to identify either roles that community education might play in enabling the achievement of those goals or the identification of areas of skill, ability or knowledge in which the individual or group may be in need.

Implicitly the definition of need now being used has moved from that of a biological, physiological or psychological system of motivation to a definition of need that can be termed comparative. There the term "in need" refers to a real or assumed deficit of skills, abilities or knowledge in an individual or group which others do not suffer. Further, it may be assumed that the inability of individuals and groups to achieve their goals is dependent on such needs or deficiences and that meeting such needs by educational or recreational provision will facilitate goal achievement. Such a view of need may be closely allied to views of personal pathology in which individuals are seen as the prime causes of their own failure to achieve goals. Youth unemployment may serve here as an issue through which the concept of comparative need may be viewed. In response to the question of why a teenager has failed to find a job after leaving school, the answer may be given that it is because he/she lacks appropriate skills, ability or knowledge to offer to prospective employers. That is to say an educational deficit within the individual is a prime causative factor in their failure to find employment. The implication is that if this deficit can be met and appropriate skills, abilities and knowledge gained the likelihood of obtaining employment will be increased. Suffice to say that such an analysis is open to question not least in terms of either the phenomenon of educationed unemployment or a consideration of wider social causes of unemployment.

Need may also be used in a normative sense. That is an arbitrary line is drawn with reference to a particular variable or factor and those individuals or groups who fall below such a line are therefore defined as in need. A poverty level illustrates such an approach in which an economic line is constructed such that it divides those whose financial needs are adequately met from those who are in need of financial help or some form of positive discrimination through the implementation of particular social policies. Similar educational approaches to normative need may be evidenced in concerns of adult basic education. Here it is assumed that general competence in western industrial society is contingent on the possession of a range of basic educational skills including literacy and numeracy. Those who do not possess such skills are seen to fall below a tolerable standard or level of competence and are deemed to be in need of achieving competence in these skills and abilities. Notions of both comparative and normative need may well coincide and be blurred in educational approaches. Normative need also may be allied to concerns with the rights of individuals and groups and for example the view that all communities should have access to play-group or mother and toddler facilities leads directly to the argument that communities without such facilities are in need of them.

Perhaps the notion of expressed needs is that with which both leisure and recreation and community education services are currently most familiar. Here expressed needs may be almost congruent with demand. That is to say that the services seek to be responsive to the demands of individuals or groups and respond to the demands of the public as and when they are articulated. Participants are assumed to have defined their own goals and purposes and diagnosed their own needs prior to their articulation. That latent demand exists, that some may feel unable to articulate their demands or needs and that for some the definition of individual or group goals may be problematic are issues that are not addressed by notions of response to expressed need. Such an approach may be relatively static in so far as it fails to accept that both for individual and group goals, purposes and intentions with attendant needs are open to successive redefinitions in the light of progress towards those goals and the experience of participation in community education or leisure and recreation.

Notions of need are further complicated by reference to the concept of symptomatic need in which a professional worker diagnoses that the expressed needs of an individual or group do not accurately reflect their real needs which the professional worker can see mor clearly. However, such a view begs the question of whose definition of need is more appropriate and of the relationship between needs and goals, purposes or intentions.

Complex and problematic as the notion of responding to need is, it is an issue of central importance in the creation of relevant programmes, facilities and activities. Why the adoption of needs responsive approaches have been adopted by adult and community educators is dealt with more fully in an article "The concept of need in Adult Education" (Steward: 1982).

In short notions of responding to need in community centres require much greater clarification. Firstly, much of what centres provide does in fact meet need, that is in the sense of an externally defined notion of normative need; by this, we mean that it is right and proper for community centres to embody a form of provision, predicated by a normative statement that communities ought to have appropriate forms of provision for preschool children and their mothers, for young people in their leisure time, for the retired and elderly and for members of the community individually and collectively to pass their leisure time. However, it does not meet needs in the sense that Adult Basic Education does when a particular curriculum of learning is negotiated with an individual or group in the light of their past educational achievements and future intentions. Similar approaches to the definition of individual and group need may be seen in leisure and recreation within the area of sports provision. Here a coach or tutor may study individual or group performance in a given sport and may diagnose that specific areas of performance are inadequate and consequently there is a need to concentrate on training to improve performance in those areas. This normative statement of need, and communities that are in need when viewed in the light of such a statement, is anything but a value-free position and depends upon the construction of a definition of adequacy. Perhaps of greater concern is the fact that the notion of responding to needs fails to deal adequately with the realities of latent demand in the community and the stimulation of such latent demand. Detached youth workers and notions of outreach work both give weight to the view that open access to community centres is more problematic than merely declaring them to be open to all, and open to be programmed in accordance with the wishes of the community. Notions of individual sovereignty, that is of the freedom of each individual to make choices, have to be examined critically and the realities of participation in various forms of leisure activity and their relationships with the working or non-working life of individuals must be placed in a context which is not solely bounded by theories of individual development or individual pathology. For the centre based worker, the interpretation that is placed on community is crucial in the development of programmes of activity, and the allocation of time and resources to differing sectors of the community.

Despite their stress on an educational purpose, most CE centre programmes seem to provide relatively few programmes and activities in which purposeful learning is seen as central rather than incidental. Where learning is of central importance the definition of educational aims and objectives might be evidenced in either the negotiation of a curriculum of activities with participants or the provision abinitio of such a curriculum. Indeed for many workers the development of systematic approaches to learning is viewed with great caution. There seem to be two reasons for this caution. Firstly a concern may exist such that they seek to prevent participants experiencing a painful duplication of a sense of failure and inadequacy, which professional workers feel participants may have experienced in their school days. Secondly it may be assumed that there are divisive effects in competition and individual and group excellence which will dissuade participants from regular centre usage. It is in this area, perhaps, that we see the community centre's failure to live up to the expectations of Community Education as Scotland's interpretation of lifelong learning; that is to say, for many professional workers there seems to be a confusion between elitism and excellence in individual development. Whereas activities, programmes and classes in centres are seen as legitimate in their own right, they often fail to lead on purposefully to other developmental programmes.

In sport, competition, and the high level development of individual or team skills are seen as the legitimate domain or purpose of centre provision; similarly classes are appropriate as long as they are leisure based, recreation and self contained. In short, the programmes in many centres remain predominantly static from year to year and fail either to develop with participants, or to channel participants through to other sectors of public provision to develop the involvement begun in community centres. It must be added, however, that there is a view now emerging among some centre based professional workers that the function of community centre provision is essentially introductory, safe and reassuring, allowing participants to sample and familiarise themselves with activities and pursuits so that they may, if they so choose, develop their interests and pursuits at a more advanced level elsewhere in the public sector and private sector of leisure provision. Around this debate, the notion of responding to need can be used to defend a static non developmental form of provision on the grounds that it is what people will come to and therefore represent their needs, and at worst it becomes an excuse for the failure to develop stimulating, challenging and innovative uses of centres because such development is problematic, difficult and often controversial. The notion of responding to need, while suggesting an open dialogue between staff and participants in centres, often serves to obscure the realities of a fairly static menu of provision which is common to almost all community centres.

Youth Provision

The provision on weekday evenings for "Tinies", Juniors, Intermediate and Senior

Youth Clubs is perhaps the most common central element in provision among community centres coming under the auspices of Regional Community Education or Youth and Community Services and is not uncommon in Leisure and Recreation Community Centres. As a general principle the degree of organisation of activities is inversely related to the age of the participants. Clearly defined activities like painting and clay or plasticine modelling are laid out and supervised for younger members, while almost toal autonomy to decide is given to the older members. Often in the Senior Clubs, the scenario is essentially one of a coffee bar and discotheque, where older teenagers can associate, though this exists usually alongside other informal sporting activities like five-a-side football and pool or snooker. Professional staff are usually assisted by a number of voluntary and part-time, paid and unpaid staff or leaders in running such clubs, though their role is often primarily one of supervision, taking subscription money at the door, keeping a record of admission numbers, putting equipment out and tidying it away after use, manning the coffee bar, and generally keeping an eye on the youngsters and providing necessary supervision and guidance. Such voluntary staff are usually selected by the professional workers and in some areas staff operate a probationary period during which those who wish to work as 'leaders' serve as 'helpers', again in some areas the possibility of training exists to encourage voluntary leaders to develop their knowledge and skills in relation to youth work, though the option does not seem to be greatly used. Often helpers and leaders emerge from the Senior Youth Club, and in that area there are often two potential problems. Firstly often voluntary leaders are little older than the groups they are supposed to supervise, and secondly they may either lack an appropriate body of skills, abilities or areas of knowledge from which to make inputs into the group or may not be sufficiently chronologically or professionally distanced from the participants to make objective decisions.

Though frequent mention is made of Social Education, in our observations it was rare to find professional staff making any systematic attempt to engage in structured dialogue with the members of the clubs, more frequently their contact with members was informal, casual, conversational and non directive. While on the one hand some professional workers felt that it was crucial for a Youth Club to foster an atmosphere in which the members decided on their own programme for the evening, learning to exercise such choice being seen as a developmental activity in itself, many professional workers held the view that the social education that took place in such clubs was concerned primarily with learning to function in socially appropriate fashions. That is learning what would be acceptable and unacceptable behaviour within the family or other social institutions was seen as a prime focus. It must be added that there were some professionals who did involve themselves in discussion of topical issues or issues of concern to teenagers, and that the teenagers concerned felt such dialogue was whorthwhile.

Some workers feel that they are doing little more than keeping the youngsters off the street corner, and while they are inclined and would like to do more with such groups, they feel they have insufficient time when faced with the legitimate demands of other groups.

Provision does not all revolve around the local community centre, but in some clubs with enthusiastic professional workers and leaders, arrangements are made for outdoor pursuits, weekends away at outdoor centres, trips to the swimming pool, visits to other clubs for five-a-side football competitions and so on. Indeed it is in these areas that one can often see examples of good practice, where a clearly developmental structure is evident. One such example is of a professional worker who took a group of "glue sniffers" on a challenging three day outdoor survival course in the mountains in winter; his appreciation of the effects of the three days of exposure to such conditions was that none of the young people remained unaffected, all had risen to the challenges and had met them. In particular he felt it marked a significant turning point for one young member, who had subsequently become a part-time voluntary leader. In essence the example serves to illustrate the two tensions that underlie much Youth Work. Firstly what functions is the work intended to carry out and secondly how can the quality of the work be assessed? One more senior professional worker, with many years experience of Youth Work expressed himself in the following way, "when I workerd for one of the uniformed organisations, with youth, it was fairly clear what the values were, what one was aiming for, what standards you wanted the youngsters to attain, but in working for the region there isn't that clear viewpoint". In essence the view was that Youth Work that was related to moral development and to the development of discipline within a religious context was more easy to evaluate than Youth Work which emerged within a multicultural or pluralistic society. He also stressed the view that what was developmental in Youth Work was the very fact that it did not centre round just one activity or pursuit, but was open ended, learning to exercise choice in leisure pursuits being itself a developmental process. While many professional workers speak readily of the challenge of developing a good Youth Work side to the overall provision of a centre, there is the sense that once it has been developed it is frequently devolved to voluntary and part-time staff and, as with many groups, procedure becomes normalised and ritualised, and a standard programme of activities emerges. While professional workers define youth work as a priority area of provision, even though they are reluctant to prioritise, many invest only marginal amounts of effort in the area themselves, adopting a supervisory and managerial role in relation to the part-time and voluntary staff. Finally for some professional workers, social education for youth has a meaning outside of the immediate confines of the centre taking place in secondary schools in which they visit classes, often giving a resume of the work of the Community Education or Youth and Community Services and explaining what goes on in centres.

Mother and Toddler Groups and Playgroups

The conventional distinction between these two forms of provision is that Mother and Toddler Groups are organised for those children still too young to joing Playgroups, and who are also not ready to leave the attention of their mother or guardian; Typically Mother and Toddler Groups involve children between 1 and 3 years of age and Playgroups those between the ages of 3 and primary school admission, though there is often blurring of the watershed between the two. Another distinction between the Mother and Toddler Group and the Playgroup is the concern of the former to meet a dual commitment to both Mothers and Toddlers while the concern of the Playgroup is more child centred. This concern with the mothers may be seen in the intention to provide an appropriate social location where mothers can meet to discuss and share the problems and worries they encounter in bringing up their young children. This combined area of work and provision is a second element in the use of community centres, and like other elements, despite the apparent similarity of name reveals widely differing approaches to practice. At one extreme is a totally self organising, self sufficient playgroup, which hires a general purpose room in a District Leisure and Recreation community centre on a sessional basis, pays the going rate on a sessional basis for such a let, employs its own playgroup supervisor and assistant, provides its own toys, equipment, snacks and outings for children, and in addition to fund raising, charges parents the real cost of operating; (a sum of 50-60 pence per child per day). By contrast within a hundred yards of this centre is a Regionally funded and run CE centre with a playgroup, where because of different funding arrangements the cost of playgroup places is considerably less. For parents in that particular area, where choice is further extended by the operation of a Regionally funded nursery school, there is a degree of perplexity that the limited availability of places has to be supplemented by self help efforts, when all agree on the benefits of such preschool experience for young children.

The distinctions between playgroups are further compounded by two antithetical moral stances on the functions of playgroups for mothers. Some playgroup leaders or supervisors often in more affluent areas, see the role of the playgroup not only as developmental for the participant child, but also as therapeutic and restorative for the mother. Parenting, they argue, is a time consuming and demanding vocation, and mothers need to reaffirm their individuality and sense of self if they are to respond most positively towards their children. Therefore to permit mothers a temporary release from the children, a "space" in which to value themselves and recreate, possibly in other areas of a community centre's programme, or equally well by going out shopping without the children is a necessary, valuable and therapeutic service. In almost diametric opposition, some playgroup leaders feel that they operate a "babysitting service", while mothers, who really ought to be looking after their own children, go shopping, do part-time work or play sports in the community centre: in our experience such attitudes are less frequently found in the middle class areas. Related to this dynamic, is the issue of the involvement of mothers in the playgroups, some sytematically operating a rota of attendance, others depending on the good will of a few mothers, and others preferring mothers to leave their children at the start of the session and collect them at the end. There is also a feeling among some playgroup supervisors that the involvement of mothers in playgroup running may be counterproductive in so far as children tend to be either more demanding or disruptive in the playgroup when their own mothers are present. Similarly there are clear variations in the degree of structuring of daily sessions and pre-educational involvement of young children, with groups ranging between the totally free run play experience, and the more structured story-telling sessions and counting songs of other groups.

Affiliation to the Scottish PreSchool Playgroup Association provides some limited support and advice for many of the playgroups. The SPPA frequently plays a role in the selection of playgroup supervisors and makes visits to help with day-to-day running problems and provide feedback on forms of provision. Apart from this, they are frequently almost autonomous within the community centre, having their own budget, funds, fund-raising events, and committee usually with representation on a centre management or user committee. For the majority of professional centre based workers, their contact with Playgroups and Mother and Toddler Groups usually is of the order of frequent checks to make sure all is going well. Storage of playgroup equipment is a common source of concern in multipurpose rooms, and workers generally are available in case of need. It is the rare exception where a professional centre based worker has seized the opportunity to develop an informal educational, recreational or sporting programme with the mothers who bring their children to such playgroups, though there are isolated cases of programmes of interest, relevance and common concern being developed with mothers. Child development and problems in child rearing sometimes provide an initial focus for informal conversation and lead to decisions to formalise a more regular programme of events. Though the area or provision rates high in the realm of priorities defined by professional workers, it is an area in which they frequently have little direct working involvement.

Work with the unemployed

Within the recent past it has become common practice in many community centres to recognise unemployment as a pressing social problem and the unemployed as a group with either special needs or a priority demand on public leisure resources. This recognition has been built into access to centres in the form of concessionary rates. Often these are on the same scale as concessionary rates applied to Old Age Pensioners, for regular centre usage or alternatively special forms of provision are made available for the unemployed as a group. Provision for the unemployed in Community Centres, does not often meet the wider societal definition, but as an issue and as a user group is concerned with young unemployed men rather than women or older unemployed people. As with many of the areas of work previously mentioned, practice diverges sharply between centres, regions and services, with on the one hand provision for the unemployed being based on the screening of free films on a video recorder one afternoon a week, and on the other hand an attempt to develop involvement in drama with the Theatre Workshop and to get a group of young unemployed people to make a dramatic presentation within a local gala. Such innovative approaches are relatively infrequent and more typically, despite a concern to do something more positive, there is confusion about what is to be done. One Community Education worker said "I'd like to do a lot more with them (the unemployed youths) but I honestly don't know what to do - they don't seem to want anything formal or regular". There is a genuine confusion about what roles centres and workers should play in relation to the unemployed. For some professional workers, the function of work with the unemployed is to get teenagers to accept unemployment and to train them to make good use of their leisure. Some centre based professional workers feel that full employment is unlikely to be a reality ever again and believe that their task is to help young people to accept that as a fact of modern life and adjust to it by developing a satisfying range of leisure pursuits. For other professional workers such a statement is anathema, and they see their role as one of helping to maximise the individual's chances of employment by skills training, and individual confidence building. Indeed there are areas of cooperation between the Community Education Service and the Manpower Services Commission in just such enterprises. Work with the unemployed is then a recent addition to the concerns of Community Education and Youth and Community staff. From our observations, so far neither an agreed analysis of the role of such staff in relation to the unemployed, nor an adequate body of practice have emerged, initiatives in this direction frequently being on an ad hoc basis.

Since this chapter concentrates more on CE centres by virtue of their greater numbers within the Region and Districts studied we have included a separate case study of one District Leisure and Recreation Department's Centre for comparison.

Summary

Despite variations in the organisational structure of the service in which they are located, despite their location in widely differing communities, there is a fairly common body of provision mounted within community centres, organised around provision for youth, playgroups, provision for the retired, and the unemployed. Professional staff however, frequently have little direct participant contact with user groups, and tend towards a managerial and supervisory role in relation to other centre based staff, both full-time and part-time. Often working in conjunction with management committees they see one of their prime roles as ensuring distributive justice be seeing that all groups get a fair allocation of time and centre resources; similarly they see themselves as buffers between competitive factions within the community and as champions of the less articulate. A strong professional tradition of non-directive involvement often characterises their approach to groups and to Youth Work, and more recently this view has been enlarged to embrace a philosophy of responding to needs in the development of relevant programmes within centres. Despite such professional stances and philosophy, innovative, challenging and developmental uses of centres have by and large been slow to emerge and practice is frequently static despite developmental intentions. In part, the administrative load placed on staff tends to dominate their working time, and frequently staff feel isolated from senior colleagues in the services. The development of national, and more explicit regional and local policies is of major importance if centres are to play a creative role in the development of more relevant forms of provision.

Prioritisation of areas of work is a major issue remaining to be addressed by many centre based workers and the clarification of objectives and purposes in working with participants in groups or as individuals is crucial to the creation of wider and more developmental forms of provision.

Much of centre programming remains fairly static from year to year and the development of innovatory programmes and activities is slow to emerge or become integrated into a 'common core' of provision although examples of such innovation do exist. The maintenance of tried and tested programmes tends to predominate and the times when centres are little used seem under exploited as times when experiment and innovation might be attempted. Despite these considerations, community centres clearly provide for the educational and recreational needs of many, and as such still represent a major base from which innovatory, developmental and more responsive programmes and activities might be advanced.

A District "Community Centre"

This centre is important in that it represents one of a handful of instances where a district authority appointed staff to engage in and develop activities with the public in one of its facilities. Normally a line was drawn between district facilities which were often referred to as "drill halls" and YC/CE "community centres"; but the distinction between the programmes of these 2 types of facility were often unclear and, in this case, were particularly blurred.

Staffing

The "Centre Manager" was the "Senior Recreation Officer" (also manager of the district swimming pool) who visited the centre regularly, but was not 'based' there. Routine day-to-day administration was done by 2 Centre Assistants. Additional staff included:

1 Activities Organizer
3 Caretakers (1 full-time, 2 part-time)
3 Cleaners (1 full-time, 2 part-time)
Library Staff (Head Librarian and part-time staff)

Finance

Net estimated expenditure for the centre in 1982/83 totalled £132,195 over 50% of this figure was for loan charges.

The Facilities

The centre was completed in March 1981 at a cost of approximately £$\frac{3}{4}$ million. Its main features were:

A spacious Reception Area
Main Hall (18m x 14m), parquet dance floor and carpeted surrounds
Lounge area adjoining Main Hall, with coffee bar facilities
4 Activity Rooms
A Kitchen with large gas cooker, micro wave oven (equipped to serve 150)
A Library, entered from reception area (modern design; small, soundproofed children's reading room)

Scale of Charges

"6 tier" Scale	before 5 pm	after 5 pm
(a) Social Events (dinner dances, discos)	£4.00	£5.00
(b) Leisure Activities (ballroom dancing, keep fit)	3.00	4.00
(c) Conferences, Seminars, Exhibitions	7.50	7.50
(d) Commercial Hire	20.00	20.00
(e) Activity Rooms	1.50	1.50
(f) Charitable Organizations: 50% remission on all charges		

Policy

Policy was arrived at as a result of several kinds of compromise. In particular there was pressure from members of the local community to be more involved in management decisions for example on timetabling and the nature of the centre's programme. On the other hand influential members of the District Council wanted the Centre to remain an 'up-market' venue for special events of different kinds: including conferences, concerts and public meetings as well as a range of social and recreational activities for members of the local community. There was a 'professional concern' to maintain control over the programme of activities in the Centre in order to ensure balanced usage by different groups and to develop a consistent set of policies. One other important compromise had to be made between the responsibility of professional staff for administration and their concern to be more actively involved in work with particular groups of centre users.

Having said this, policy was not clear cut. There was little guidance from senior management about preferred patterns of usage of the Centre. However there did appear to be a number of 'conventions' about activities which were not allowed. 'Sports' for example were apparently not permitted since the main function of the Centre was designated as 'recreation'. Nevertheless table tennis was permitted. It appeared that one of the main reasons for the ban on sports concerned the nature of the flooring in the Main Hall, which being parquet, was clearly not up to heavy treatment. A senior councillor had been active in pressing for a more outgoing programme of activities in district facilities, but staff in the Centre felt they needed more support in developing such a programme and would have welcomed sympathetic feedback on both their written reports and their day-to-day involvements.

Staff saw themselves developing the Centre in order to meet some of the social, physical and recreational needs of the local neighbourhood. They did not see it merely as a "letting facility". They were keen to get clubs going; to assist groups as long as was necessary, but eventually helping them to become self-supporting. A main problem in this respect from the point of view of staff was the inadequacy of the Centre's financial resources to meet the needs of different groups, although it was acknowledged that voluntary fund raising might have provided a solution.

Staff were aware of several pressing 'problems' in the local community, particularly unemployment, and felt they ought to be doing something about them. However they were not sure what might be done, although several groups had been given 'priority status' in plans for future developments. These included: OAPs, disabled, families, unemployed, schoolchildren, play groups. It was not entirely clear what staff intended to do about such 'priorities'. There were OAP lunch and carpet bowls clubs. There was a mother and toddler group. A disabled sports club had been started in facilities provided at the University, with help from the district's Sports Council. Plans were also being made to run an 'unemployed club' in the Centre.

The programme, described in more detail below, was limited in several respects. We were assured that this was at least partly due to the timing of our visit to the Centre, at the beginning of the autumn session. However it is worth mentioning that one member of staff was anxious to evolve a more coherent framework for the activities in the Centre. In particular it was felt that there should be opportunities for trying out a number of different sports without the commitment entailed in joining a club. The view was that for example orienteering might be started with an unemployed group and the assistance of a local orienteering club, which might in future recruit new members from those who wished to become more involved as a result of the 'taster' sessions.

In relation to policy it is also worth pointing out that centre staff had realized the advantages of closer collaboration with other 'professionals' in the neighborhood. The district sports council was running a table tennis programme in the centre with the aid of its staff. A further example of such collaboration was with the YC officer, (based in the local community school) over the provision of summer playschemes.

The Programme

It was clear that a truncated programme was operating in the centre, largely because the 'season' was not properly under way at the time of our interviews. The following tabled details are only a sample therefore of the full programme which, we were assured, would develop in the following weeks.

Apart from the activities included on the tabled programme, there were a variety of other uses to which the facilities were put. These included:-

(a) Social and Recreational Activities: weddings, dinner dances, cheese and wine parties, concerts, drama workshops, church meetings, quizzes, ceilidhs, fashion shows, gala events

(b) Meetings and Official Functions: conferences, political meetings, union meetings, District Council meetings, examinations

(c) Use by charities and educational organizations: WRI, Blind Club, WRVS, National Childbirth Trust, Ladies Speakers Clubs.

Monday	10.00 am - 3.00 pm	OAP Lunch Club (gents)
	7.00 pm	AGM local ice skating club
Tuesday	10.00 am - 11.30 am	Mother & Toddler Group
	11.30 am - 12.30 pm	OAP Lunch Club (mixed)
	6.00 pm - 8.00 pm	Private Hire - Highland Dancing Class
	6.30 pm	Carpet Bowls Club - Committee Meeting
Wednesday	6.00 pm - 9.30 pm	Slimming Club
	7.30 pm - 10.00 pm	Ante-Natal Group
	7.00 pm - 9.30 pm	WRI
	7.00 pm	Tenants Association (Sewing and Craft)
Thursday	11.30 am - 12.30 pm	OAP Lunch Club
	2.00 pm - 4.00 pm	OAP Carpet Bowls, cards
	7.30 pm - 9.30 pm	Gala Committee, Bingo
	7.30 pm - 10.00 pm	Ante-Natal Group
Friday	10.00 am - 3.00 pm	"Inner Wheel" voluntary ladies group
	2.00 pm	Social Day Care Club for the elderly
	7.00 pm	Disco
	7.00 pm - 9.00 pm	Whist Club
Saturday	10.00 am - 12 noon	Children's Highland Dancing Class
	10.00 am - 12 noon	Local Councillors' Surgery
	7.00 pm	Gala Committee Dance
Sunday	No bookings - Usually a disco in the evening; band practices; birthday parties.	

In addition a number of activities were designated as 'centre' ones because they had been initiated by centre staff and were supported by centre staff in more direct ways than was usually the case. These included:

(a) ladies keep fit - 2 sessions a week, one session is also 'social', with creche.

(b) carpet bowls - staff helped to establish club and committee, equipment provided by DC

(c) OAP afternoon - variety of activities offered, mainly social purpose

(d) unemployed club - swimming, video, involvement of "community policemen"

(e) table tennis - casual, hope to develop club for teaching rather than competition

(f) playschemes - run with YCS, during school summer holidays

(g) hockey league - teams from local firms, during winter.

An analysis by centre staff of the use of the "Function Suite" during the period March-December 1981 resulted in the following figures. (The "Function Suite" included Main Hall, Lounge and Coffee Bar.)

% bookings by Different Categories 'centre user'	
Charitable Groups	31%
Centre Organized	30%
Standard Hires	25%
Free Lets	7%
DC Functions	7%

Conclusion

There is clearly then a range of activities in the centre of social, 'physical recreational' and sporting kinds. Comparisons have been made, with some degree of success, in the direction of a number of competing interests: the 'official' view (which sees the Centre as an up-market recreational venue); the local gala committee (which represents a particularly vocal element in the local community and which would like to be more involved in management decisions); the professionals (who wish to see the Centre used by a wide range of groups, not monopolized by particular local 'interests', and who would prefer to keep a measure of control over developments in the programme).

The presence of 2 Centre Assistants, working overlapping shifts, and an "Activities Organizer", on duty during the day, meant that there was plenty of opportunity for direct contact between staff and public. If such opportunities were to be more fully realized however staff clearly needed more support and encouragement from senior management.

Some of the elements of a coherent recreational policy appeared to be present in that at least one of the professional staff was trying to establish a number of low-level initiatives to introduce users to new recreational and sporting interests. A 'developmental element' was seen to be necessary and was to be provided by clubs (eg orienteering) who were to assist with taster sessions and recruit new members amongst centre users who wished to continue to higher levels of involvement and achievement.

There was some constructive contact with a local YC officer, particularly with regard to the arrangements for summer playschemes and a youth club. However both 'sides' recognized that such collaboration needed to be closer and more effective. There was some contact with the District Sports Council and its full-time Sports Officer, but the possibilities of cooperative action here were constrained by official 'conventions' concerning centre usage as well as by the nature of the facilities available.

However there was one area where the absence of virtually any constructive collaboration was surprising. Within the Centre there was a well-stocked library and, perhaps more important, a Head Librarian who would clearly have welcomed more contact with other professional staff in the Centre. Given the physical recreation and sporting orientation of the other staff it was apparently assumed that whatever inter-change there was between the users of the different areas in the Centre would be largely casual and unplanned. This need not necessarily be so. In a programme with specifically recreational and sporting functions there might be plenty of scope for broadening the understanding of participants by sensitive guidance on a variety of valuable sources of information provided by the library.

CHAPTER 7

Adult Basic Education - Tayside, Central and Fife Regions

Background to ABE in Scotland

Adult Basic Education at national level in Scotland has its origins in the Scottish Adult Literacy Campaign (1975-79), the Regional Literacy Schemes and the work of the Scottish Adult Literacy Agency (SCALA), together with the promotional work of the BBC. The Scottish Adult Basic Education Unit (SABEU) was established in April 1980 to act as a resource and support for agencies carrying out Adult Basic Education (SABEU 1982 & 83). These include not only regional education departments but also Health Boards; Social Work Departments; the Prison Service; the Scottish Health Education Group; the Scottish Consumer Council; the media; the Universities and Colleges of Education and Industry. In varying degrees the Regional ABE Schemes promote work and cooperation with some or all of these Agencies.

SABEU is funded by SED and was managed and administered by the Scottish Institute of Adult Education through a Management Committee. In September 1982 it was announced that funding for SABEU would continue until at least March 1986 and that there would be some increase in funding to enable an extension of work with the unemployed. In 1982 the unit had only six full-time professional members of staff and a budget of £125,654. Despite the September 1982 announcement concerning the future of the unit and an increase in funding, in July 1983 as a result of Government cuts, the SED grant of £155,000 was cut by £9,000. As a temporary measure the post of Assistant Director, which was vacated earlier in the year, is not being filled in order to balance the books. There are then now only five full-time members of staff. In 1982 only £10,980 was available for collaborative development projects and in 1983 this figure has been cut to £5,800 so that the regions have had little direct financial assistance for developmental work from the Central Agency. SABEU has and is carrying out valuable work in terms of support, training, coordination and the development of learning materials but the human and financial resources are extremely slim in relation to the tasks. From 1 April, 1983 the Scottish Community Education Council assumed responsibility for the work of SABEU and a new Management Committee has been established in consultation with SIAE, the staff of the unit and SED. This is a clear indication at national level that, in terms of policy, organisation and objectives, ABE is perceived as a normal part of community education and this should have implications for the qualifications, professional and academic, and experience of people being recruited into regional community education and Youth and Community Services. One implication is that the services should be open to professionals with qualifications in adult and adult basic education and in teaching as well as those with College Youth and Community (Community Education) diplomas. If this does not occur then either appropriate staff will not be recruited or the Colleges will have to rapidly increase both pre-service and in-service training in the area of Adult Education and ABE.

The work of SCALA and the Regional Literacy Schemes 1975-79 (SCALA:1979) were heavily based on volunteer tutors and did not eradicate illiteracy or innumeracy. What the work revealed was a substantial demand not only for literacy and/or numeracy but the existence of at least 300,000 adults in Scotland who are severely disadvantaged through the lack of basic educational skills (SABEU: 1982:13).

> "The scale of this deprivation is literally incalculable, for we are considering a hidden and largely defeated population whom life has taught to keep their heads down and not expect much." (ACACE 1979:9)

It is not clear that this population is 'largely defeated' but the above was written when unemployment stood at 1.2 million rather than the present 3.2 million in the UK and in Scotland 347,400 (February 1983). Flexible and responsive methods require to be used if a significant proportion of this population is to be effectively contacted.

The literacy programmes did demonstrate that adults who were traditional non-participants in adult education programmes, had many latent and expressed basic educational needs in the areas of, for example, Refresher English, Study Skills, preparation for '0' grade Arithmetic, skills andinformation related to dealing with government agencies. The programmes revealed the need for various forms of social and developmental learning which might best be tackled through the use and development of flexible and responsive approaches to learning which had been partially generated in literacy work. These approaches involve individual and small group learning and teaching methods and materials which reduce the anxiety many adults frequently experience in more traditional approaches to teaching.

It was perceived that a linked and varied programme of formal, non-formal and informal learning based on the issues, needs, purposes and interests of participants would reach traditional non-participants and particular groups such as women and the unemployed.

Illiteracy and innumeracy were and are often only the symptoms of deeper and wider educational and social needs. Adults taking advantage of the literacy programmes either in one to one or in group learning situations revealed wide-spread educational problems. Many participants were partially literate or numerate and fuller literacy was only a first step towards further basic knowledge and skills in the areas of:-

(a) Language, numbers and general study skills
(b) Information and education about roles in work and retraining
(c) Skills and knowledge in coping, understanding and dealing with unemployment
(d) Wider opportunities for women
(e) The development of confidence and self-esteem

(f) Guidance, information and advice in family and social matters

(g) Information and education about how society, government and its agencies work and citizenship education

(h) Preparation for entry or re-entry into formal, community and vocational education

Adult Basic Education is not then to be perceived solely as 'remedial' but as developmental for both individuals and groups in cognitive, vocational and social terms; as leading on and linking into other programmes of education; and as being intrinsically valuable in its own right.

The SED described ABE as including "not only literacy and numeracy but the basic competence and knowledge needed to cope with the demands of employment and adult life generally in a modern industrialised society" (SABEU: 1982:2). SABEU adopted a responsive approach which was intended to allow ABE to be "characterised by the nature of the requests for help for the public to potential providers rather than being defined in advance". (SABEU: 1982:2).

This responsive approach is manifest in varying degrees in ABE practice in the regions and is influential in Central, Tayside and Fife in the formation of objectives, methods, organisation and in the selection of staff. Each of the regional arrangements made for ABE have their own particular pattern and history but are purposively and clearly concerned to develop effective and systematic learning based on requests for assistance from persons who have traditionally been non-participants in programmes of education and who are usually among the 50% of all adults in the UK who have had no further contact with education since leaving school. These traditional non-participants include the disadvantaged groups targetted in the Alexander Report.

ABE IN CENTRAL

Background, Objectives, Organisation, Management, Staffing and Programmes

In Central ABE has developed from a literacy unit originating in a pilot project in Clackmannanshire developed by an educational psychologist and the then Director of Education, Tom Lansborough, who has a long-standing and active interest in adult education. The project was developed to work with those who had left school with reading and learning difficulties. With local government reorganisation the psychologist was appointed Principal Regional Psychologist and the Clackmannanshire scheme, based on a paid part-time organiser who recruited volunteer tutors, was developed on a regional basis with the present ABE Coordinator being appointed Adult Literacy Coordinator in 1976 as part of Central's response to the national adult literacy campaign. This background explains the apparently peculiar position in Central in which the Adult Literacy Coordinator was a member of staff of Child Guidance and reported to the Principal Regional Educational Psychologist for 5 years. In 1982 the position changed and ABE became a part not of the Youth & Community Service but a unit in Further Education. In 1976 the Adult Literacy Coordinator was the only full-time adult educator employed by the region. The Adult Literacy Programme developed to 10 part-time organisers who coordinate participants and volunteers.

By 1978 it was becoming apparent that a significant number of adults were contacting organisers with learning needs other than literacy but who required the informal, personal and flexible attention that they did not associate with more formal educational instructions. For these adults the adult literacy programme, FE, IFE, and the Youth & Community Service were not providing appropriate educational opportunities in the areas of adult basic education. The recognition of basic learning needs other than literacy led to a pilot project for Central Region in a 'deprived' area, the Bowhouse in Alloa, at the end of 1978. A part-time adult educator was situated in the Bowhouse to respond as far as she could to requests for assistance in learning from adults not benefiting from existing further education provision. The report on this project led to an application for funds to the Urban Renewal Unit for a three year programme in community based adult education in Central Region. Social indicators were used to establish 5 other communities appropriate for Urban Aid and in August 1980, 6 full-time Adult Education Tutors were appointed in Alloa Park (Bowhouse), Bo'ness, Bonnybridge, Denny, Langlees (Falkirk), the Raploch (Stirling). Urban Aid pays 75% of their salaries and the Region covers the remainder. The tutors work directly to the Coordinator based in Hillpark, Bannockburn, who continues to run the Literacy and Numeracy Programme.

Objectives and Policy

The overall objective of the project is to respond to the educational needs of adults in the community outside existing further education provision which is often inaccessible and unsuitable for many members of the public due to fees, educational approaches, the nature of the curriculum and teaching methods, and the location and timing of courses. However it is both policy and practice that where appropriate adults receive advice and counselling from the tutors which assists them, after suitable preparation, to gain places on courses in formal institutions ranging from Falkirk College of FE to the Open University to Informal Further Education. A responsive approach to the formation of programmes is heavily emphasised.

Within each community it is the objective to develop informal learning groups; provide educational resources, advice and information; to recruit and train volunteer tutors and to encourage all aspects of learning. Policy as it has been developed has emphasised the accessibility of provision in a small educational base in the community or in participants' homes; flexible time-tabling to take account of the participants' work and family responsibilities; and an educational philosophy and approach based on the equality of tutor and participant and the importance of establishing mutual trust. It is perceived that in these ways and with individual attention from tutors that traditional non-participants may be assisted to take advantage of educational opportunities. (Central Region Education Department: October 1982: 4-5). All courses and programmes are free and members of the team are at present determined that this will continue. The educational purposes of the unit are clear in that the intention is to develop systematic learning in a linked range of informal, non-formal and formal learning opportunities. The purposes do have social, participatory and recreational aspects as far as these are part of the development of effective learning or stem from educational programmes and intentions. The objectives in terms of participants are to contact those who are socially and educationally disadvantaged so that they become more able to use opportunities in education, training, employment and recreation (Central Region Education Department: October 1982:5). The coordinator and the staff see their work as a part of community education in that staff build up a network of contacts in the local communities in which they work and base learning programmes on needs and issues identified together individuals and groups in the community. Policy is then responsive, innovative and developmental.

Organisation, Management, Staffing and Linkage

The ABE Unit has experienced a marked degree of autonomy in its work. The Co-ordinator works to the Assistant Director for FE, and for administrative purposes now works through the FE Colleges. The latter arrangement does not affect the degree of autonomy in the development of programmes and may assist in gaining much needed support from FE Staff provided this does not mean that fees are charged for courses. The coordinator has deliberately developed a network organisation in which she sees herself at the centre of a web with direct and informal interaction with the six tutors who are also in contact with each other for the purposes of advice on policies, programmes and methods and for support and materials. The co-ordinator who has a long background in school education has developed here own network of contacts outside the unit with FE, the OU, the WEA, the Travellers' Project and Child Guidance. She is based in Hillpark Education Centre, Stirling. Hierarchical structures have been avoided and an informal network of professional and political contacts developed. More formal structures are perceived by the coordinator and the team as preventing responsive approaches and stopping 'good people from delivering the goods and equally good people from receiving them'. Policies and programmes are defined and developed cooperatively. The Tutor/Organisers in the field experience a marked autonomy in the development of adult education work much of the 'management' being informal and taking place in monthly team meetings which do not have formal agendas. This management style is appreciated by the Tutor/Organisers and suits the head of the unit very well. The tutors are highly motivated, well qualified in formal education, and feel that they are accountable mainly to participants in their programmes. They are making a specialist educational contribution and their qualifications assist in terms of professional status in the Education Department. There is an active programme of staff development and in a closely-knit team ideas, theory and practice are developed jointly in pursuit of more effective practice in community based adult education. The degree of autonomy experienced by the tutors does not mean that they are isolated. There is continual informal support from other members of the team and the coordinator.

The project then has the advantage that marginality frequently brings in terms of autonomy and innovative capacity but the difficulties of very slim resources and a sense of lack of permanence in terms of a full Regional commitment. Three tutors resigned in 1982-83. The sense of impermanence has been somewhat reduced by recent Regional acceptance that the project should continue for another two years from August 1983 and support and agreement from the Urban Renewal Unit has now been obtained.

There are no administrative or policy pressures for the unit to integrate with other branches of education or the Youth and Community Service. On the whole and with certain exceptions due perhaps largely to particular personalities, there has been little contact with the Youth and Community Service and a degree of lack of understanding. It might have been expected that users of Youth and Community Services might where appropriate be put in contact with Tutor/Organisers and that functional cooperation in terms of needs, issues and learning would occur, but neither has happened to any significant degree. Youth and Community Centres are often unsuitable for particular learning purposes and are not much used by the Tutors. There is little contact with District Leisure and Recreation Services who could charge fees for the use of their facilities for teaching purposes.

The Tutors base premises consist of huts, old classrooms and council houses although they can use any regional education premises free of charge. There is no budget for part-time tutors and while there are many graduates and others to volunteer in Stirling they are not so thick on the ground in, for example, Denny. Volunteer tutors are usually committed people and this is an advantage but a commitment to teach a 6-9 months 'Introduction to Sociology' or 'Basic Arithmetic' is asking a great deal and affects continuity. In Denny for example, in 1982 there was a group of women for whom the only available teacher was from Falkirk Technical College but the college required fees to be paid. The only way for the course to continue was for fee exemption to be obtained by all the women. But this is a daunting and sometimes divisive procedure. Tutors are very clear that they must adhere to the 'no fee' principle as the charging of fees would exclude many traditional non-participants. Evidence from participants confirms this view.

The resources devoted by the region to cognitive, social and issue based adult education are then small. The 10 part-time educators on the literacy programme are only paid 4 hours a week. Informal Further Education classes which are largely self-financing, the formal programmes at the Colleges and the programmes of the University of Stirling's Extra-Mural Departments are generally not suited to the requirements of traditional non-participants. Fees, distances and training keep away some who would otherwise participate. There has, however, been a degree of cooperation with the WEA in the development of women's courses with ABE.

Programmes and Activities and the Work of One Centre

The programmes demonstrate a wide range of linked learning and activity from recreational pursuits to more formal programmes in preparation of 'O' Grade work. Emphasis differs from area to area and to some extent this may not be entirely responsive to local need as dependent upon the interation between the special interests and knowledge of the tutor and the nature of requests from the public. In one community for example, there is more emphasis on social and community action, in relation to 'vandalism' and housing conditions as a result of the nature of requests (from the public) and a community newsletter has been developed. What is clear is that traditional non-participants from low income families are taking advantage of the programme and these include the unemployed, the elderly, people whose first language is not English, women who have spent long periods at home, and those requiring basic educational skills. Continuing individual and group development is a concern so that people do not simply take part in one activity for a while and then stop. Counselling and advice is an important function in providing for continuing developments and this activity takes up a great deal of the tutors' time.

Enrolment in learning groups ranges from Slimming to Basic English to Local History to Budget Cookery to OU Courses. While many groups are informal and of mixed ability the learning and educational purposes remain clear and informality is not to be confused with lack of direction. In many groups the sense of loneliness, alienation and rejection experienced by the unemployed is tackled through providing structured and constructive learning and through discussion of the causes of unemployment in supportive groups. Much group work has been in people's homes, in for example English Studies, with some of the group subsequently passing 'O' Grade English as external candidates. By mid 1982, 1024 people were enrolled in courses and groups although this is a 'floating population'. In addition to teaching, recruiting and providing orientation for volunteers, providing support and materials for learning groups there has been a large demand for advice and counselling in education. One tutor received the following enquiries from August 1980 to August 1981:

Source	Numbers
General Public	225
Job Centre	34
Social Work Department	42
Other Educational Agencies	28
Volunteer Agencies	52
Health Board	16
Community Groups	22
Churches	6
	425

(Central Region Education Department: October 1982:7)

The Work of One Centre

In order to illuminate the work of the Unit a study was made of one programme based in a lower income urban council estate. The tutor-organiser was appointed in September 1980. She is a qualified teacher, has a social science BA from the Open University and is presently undertaking post-graduate research in 'Women's Education'. Her purposes are educational and social. Through purposive contact in learning linked developments have also taken place in the form of social, recreational and community development activities. There is no confusion about her role. She is seen as a teacher but also as a person who counsels, assists, advises and enjoys recreational activities with people. She responds to any educational request made if she is able to do so and does not impose a curriculum. This is made evident by the fact that she is at present conducting a number of pre-examination programmes when her own priorities are for more issue based and non-formal programmes.

When she began work she thought she would spend the first six months generating a programme, but within one month - October 1980 - a keep-fit group, a swimming club and slimming club (to which she introduced the concept of fat as a feminist issue) had begun at a secondary school. By November a mothers' and toddlers' group started in the parents' room in a nursery school, a craft group in a Community

Centre and a local history group which met in people's homes and used local archives for their own research. All the groups were run by the tutor except for the swimming which was taken by a local woman who had a Life-Saving Certificate and a part-time home help who took the keep-fit. She felt that these initial groups and contacts would generate other activities and would get local people together in a purposive way. It was also a basis for identifying further educational needs in a broad sense.

In early 1981 she began a craft group in a local geriatric home at the request of the matron and got two girls from the local High School to assist. A women's studies programme began at a day-centre for the physically handicapped to which 6 able-bodied women also came. The programme for the physically disabled included refresher Arithmetic and English, Typing and French.

The programme at this point was fairly high on the social/recreation side but the confidence of individuals and groups was developing, social contacts between the tutor and participants was increasing and issues in the community, and especially women's issues, were being jointly discussed. The tutor was becoming very well known and trusted.

In the summer of 1981 the tutor began to go to the Job Centre once a month to offer an educational advice service to unemployed people and took many requests for courses leading to qualifications. Programmes in existing institutions were, she learned, unsuitable in terms of the cost of travel and attitudes towards the institution. In August 1981 'O' Grade Arithmetic for unemployed and others who wished to come was begun in the Community Centre. A 10-week, once-a-week course in Welfare Rights was also run with a voluntary Information Centre, the WEA and Strathclyde Regional Council staff.

An article on the Women's Studies Group in the local paper brought many requests from women to the tutor and a Wider Opportunities for Women Group was established in February 1982. This was a 10-week, one full day a week course. Of the 16 that began, 10 completed the programme. The 10 represented a balanced range from the Registrar General's scale. One is now studying for a part-time degree at Stirling University, one is taking HND Business Studies at Falkirk, 5 are studying with the Open University and 3 are studying for 'O' grades. Two are regular visitors and participants in the present Adult Education Centre Programmes.

There were 37 applicants for another Wider Opportunities for Women Course to be held at the Adult Education Centre in autumn 1982. There is no other second chance or WOW programme in the area.

The Adult Education Centre opened in September 1982 and consists of the downstairs of two council houses. Prior to this were was no physical base. There is one classroom, one kitchen, one small playgroup room, one coffee room, which includes a small library and the tutor's desk. The programme begun in September 1982 also uses facilities at a secondary school and a Community Centre and is as follows:

	10 am - 12 noon	1.30 pm - 3.30 pm	7.30 pm - 9.30 pm
Monday		Refresher English	Swimming for Women
Tuesday	'H' Grade Modern Studies	'O' Grade Arithmetic	Study Skills
Wednesday	'O' Grade English	Introduction to Sociology	(1) Refresher Arithmetic (2) Film Group (alt wks)
Thursday	WOW Course	WOW Course	(1) 'O' Grade History (2) Local History
Friday	'H' Grade English		

Weekend Class - On request

The purpose of the Centre is to provide a meeting place and focus of learning and social activity under the control of the people who participate together with the tutor-organiser. Each individual who comes in is given almost immediate and friendly attention, counselling and educational advice. There is a clear educational purpose and activity which then develops into wider social contact, awareness and discussion. A Coordinating Committee of Users and Staff meets regularly to take decisions on educational, social and recreational activities.

By August 1981 after 1 year of activity 150 people were enrolled and over 400 enquiries received by the tutor. Women formed the majority but the unemployed, elderly, and disabled were also well-represented. Up to August 1982, 316 people enrolled in wide range of classes. Some were travelling from well outside the Housing Estate and the town to attend and 251 enquiries and requests for provision outside the Estate from throughout the region were made between August 1980 and August 1982.

Enrolments for learning groups are shown below:

Adult Education Project
Enrolements for Learning Groups 1980 - 81

Group	Enrolments
Craft	4
Mothers Group	8
Slim/Health Group	53
Keep Fit	15
Women's Studies	12
Retirement Studies	15
Swimming	15
Local History	4
ABE	15
TOPS Tuition	4
	145

Adult Education Project
Enrolments for Learning Groups 1981 - 82

Group	Enrolments
Arithmetic	19
ABE	14
English	12
German	4
Health Education	12
Local History	8
Mother & Toddlers Swimming	18
French	6
Film Group	14
Keep Fit	28
Retirment Studies	14
Slim/Health Club	55
Secretarial Studies	7
Swimming	16
Study Skills	10
Welfare Benefits (with WEA)	24
Womens Studies	52
Open University (short courses)	3
	316

The majority of participants are women with family commitments and the flexible nature of provision has allowed women to join learning groups who are not able to participate in other Further Education programmes. Self-help creche provision is crucial. Women's Studies cover history, health, political development and other topics studied from the female point of view and material developed and researched with one group is used for other groups and in this way appropriate learning materials are developed. The programme then is enabling many women to develop awareness of their potential and to develop it through learning. Some have sought formal educational qualifications and in 1982, 8 women passed 'O' grade examinations; 7 enrolled in the Open University and one has applied to Stirling University.

The demand for women's studies is high and attracting enquiries from the Region as a whole. Only the WEA in Central makes provision of a similar flexible and responsive nature in the Region. This small programme is now at the limit in terms of resources for the women's studies and for the other aspects of the programme.

Comment

In terms of the projects's objectives the past 3 years has been effective. The educational and social range of activity that can be developed with traditional non-participants by one well-qualified and highly motivated worker is large. The tutors have the conceptual equipment to see the links and connections between various forms of educational, social and recreational activity. The nature of the organisation and management structure provides support and autonomy. The combination of these factors results in an innovative and developmental educational, social and recreational programme. Cognitive development is not avoided but encouraged as the major objective of the learning programmes and around this clear objective linked participatory, social and recreational programmes have developed. Education is informal, non-formal and formal and provides for continuing growth and development together with advice and counselling. Innovative methods, the development of appropriate and original learning materials and the use of video in some centres are characteristics of the programme.

But as indicated above the project is almost at the limit of the resources. The work-load on the tutors is very high and it is increasingly clear that despite the extremely valuable and vital contribution of volunteer tutors that part-time paid tutors are necessary if the programme is to both consolidate and expand effectively. It is possible that FE could help by providing suitable tutors and waiving the fee regulations but a provision of a budget for part-time tutors would allow the project to begin to meet the massive unmet demand that it has undoubtedly revealed. The project has demonstrated that given appropriate approaches to learning traditional non-participants can and do learn effectively and that a responsive approach uncovers latent demand among those previously dismissed as apathetic or lacking in ability. The project has also demonstrated that this demand exists throughout the region and not only in the 6 designated centres.

The above analysis points to the need for funds to be made available for the employment of part-time tutors, who could be trained by the present full time staff, to develop what is an effective programme of community based adult learning. It would also be most helpful if indications were given that the full-time staff were to be employed on a permanent basis which would greatly assist in providing a secure base for adult basic education in the region where little other appropriate provision for adult basic learning exists. The analysis also implies that the present informal network style of management and organisation should be continued as this assists in the development of innovative programmes in which the tutors see themselves as active teachers and practical researchers in methods, course materials and curricula.

Tayside - Background, Objectives, Organisation and Management, Staffing, Programmes

Background, Objectives and Educational Approach

The origins of the ABE unit in Tayside are to be found in the breadth and extent of adult basic educational needs revealed by the Adult Literacy Campaign begun in 1974/5 and later by the Manpower Services Commission Courses operated by the Regional Community Education Service. (Adult Basic Education Team: 1981:1)

The major objective of the Team is to increase the amount and range of ABE provision in Tayside to enable the many adults in the region, estimated by them at well over 30,000, lacking basic educational skills to make more decisions, take advantage of more opportunities, shape their own lives and achieve their personal potential. The remit of the Team was to develop a strategy for the development of ABE in Tayside. It has from the outset been conscious of its direct role in provision and the potential of its indirect role in terms of the provision of training, stimulus, learning materials and support to other agencies within the CES and with the FE Colleges and voluntary organisations and there is a natural and unresolved tension between the two roles. The Team decided to concentrate on providing opportunities to develop "(a) Coping Skills, at whatever level - from the mentally handicapped seeking to live more independently, to the newly redundant facing a completely new life-style. (b) Compensatory Education - literacy, numeracy and language. (c) Community Participation." (Adult Basic Education Team: 1981:1)

The latter relate particularly to the Team's outreach and responsive approach although there is a proportion of fixed provision and the Team based in Dundee does not have full-time adult basic educators based in communities as in Central. By April, 1981, the Team had added two more objectives - the development of the Team as a cohesive unit and the achievement of a better relationship with the rest of the Community Education Service of which, unlike Central, it is a part.

In overall terms the Team aims to provide educational opportunities for adults where these are lacking due to levels of competence among potential participants or to their social or geographical situation. Much further education provision is out of reach due to lack of confidence in approaching an FE College or to fees and timing of courses. There is a tendency in the Tayside approach to lean towards preparation for and access to the formal system. This is partly historical in that the adult literacy programme was frequently perceived as a first step into formal education but ABE is also perceived by the Team as either an alternative or as complementary to the formal system. As in Central then ABE is seen as providing a linked programme of formal, non-formal and informal provision. There is also a tendency in Central, despite a stated and rather more marked responsive and community based approach and philosophy for the programme, especially at times close to examinations, to show a bias towards preparation for those examinations. There is no doubt that participants in both Regions gain much satisfaction and self confidence from the passing of formal examinations - something which many participants had never thought possible before their contact with ABE. There is in Central a more conscious and explicit aim to develop joint participatory control of programmes with users and to relate learning to social objectives and the needs of particular groups. The Tayside approach is very responsive to the needs and requests of individuals and each contact or referral is interviewed and received advice and counselling. Community participation is developing through research projects and surveys but greater involvement of Community Education workers is required in this area with the ABE Team taking the roles of advisor, provider (direct/indirect) and trainer.

A major feature of the Tayside strategy has been the development of open and general access to a range of basic skills teaching through regional funding and a number of specific 'coping' skills programmes through MSC funding so that a suitable and flexible programme is accessible to as many people as possible. In the core regionally funded programme the strategy is to develop open access to learning opportunities through generalist groups of learners where the particular needs of the individual are met within the group. Attempts being made to develop prioritised access for particular labelled groups such as single-parents, women, the unemployed or the elderly will depend on positive discrimination and extra funding for that purpose. It is felt in the Team at present that a shift in terms of prioritised access for particular 'disadvantaged' groups without additional funding would deny general access to others with basic learning needs. If funding is not available for priority groups, then the Team would have to rely on the other agencies such as the MSC or FE whose programmes might tend to determine the type of provision made rather than flexibly developing the provision on the basis of needs in the particular 'disadvantaged' groups. However, in both Tayside and Central ABE there is a clear movement in approach away from one to one tuition towards the development of group learning. Both have responsive, developmental and flexible approaches to learning although in Tayside there is on offer a definite range of provision and the MSC funded provision in Tayside is not as responsive to participants' needs as the core regionally funded provision.

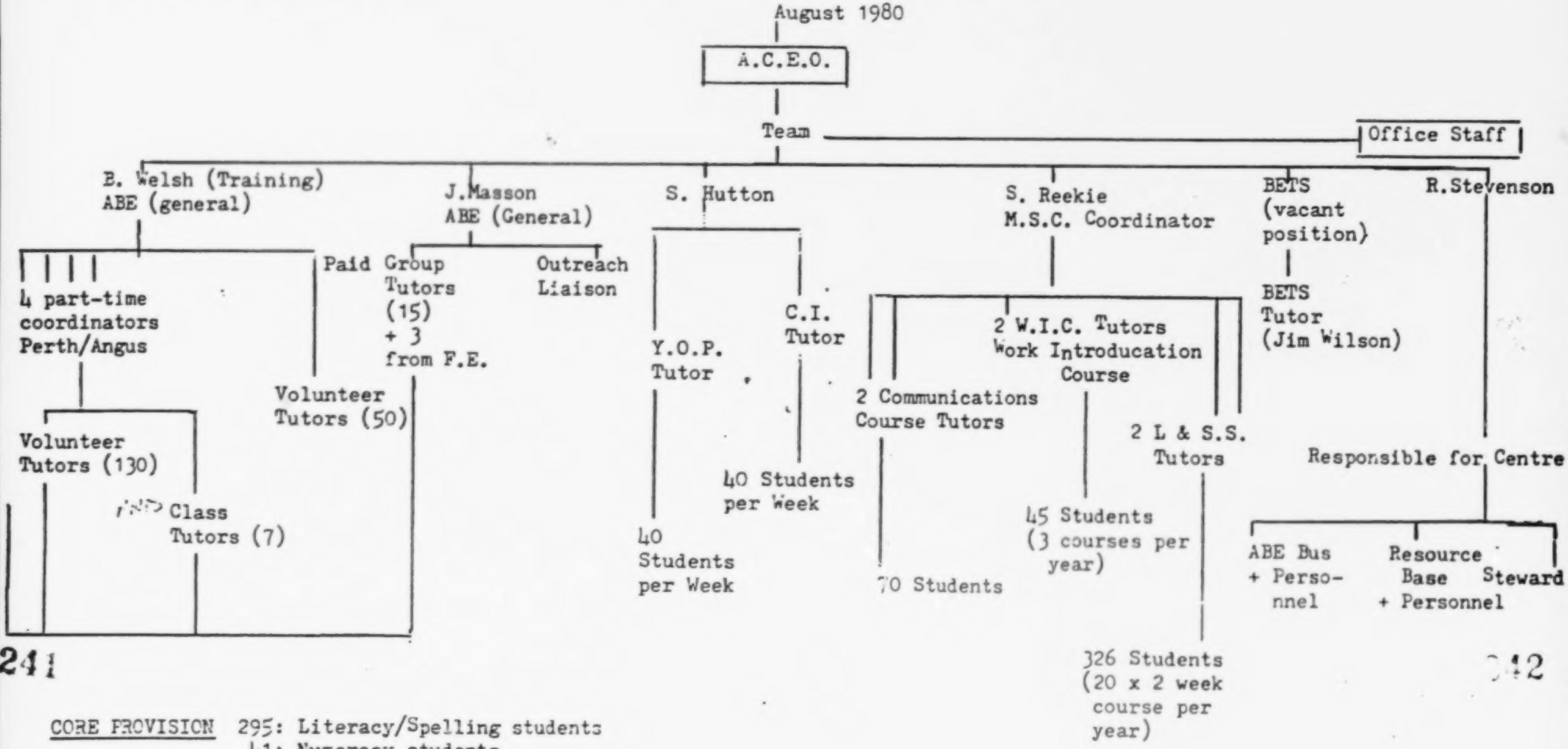
Organisation, Management, Staffing and Linkage

The idea of forming a specialist unit in ABE within the Regional Community Education structure was developed during 1979. Three new ABE appointments were made and the team formed with the existing Adult Literacy Tutor/Coordinator and a Community Education worker who supervised MSC funded courses. The team formally began work in August 1980. It forms one of eight Community Education Teams. The other seven consist of five geographical area based generalist Community Education Teams, one specialist Outdoor Education Team and the Dundee Inner City Team. The ABE unit is headed by a worker with the title and status of Area Community Education Officer so that she is on the same level as the heads of the other teams and works directly to the Regional Community Education Officer. As shown on the diagram overleaf the ACEO is in overall charge of the programme. The two ABE general tutors split up their functions as follows. One is in charge of the 4 part-time coordinators (10 hours per week) in Perth and Angus, who in turn support the work of 130 volunteer tutors in those Districts and 50 volunteer tutors in Dundee. She is responsible for the regular in-service training for the volunteer tutors. There are 22 part-time paid tutors who are supplemented by 3 lecturers from Dundee College of Commerce. The second ABE tutor's function is to develop a responsive community participation approach to the formation of learning groups; to liaise with the rest of the Community Education Service and the tutors and to liaise with other agencies such as health education. All members of the team take turns in interviewing, assessing and counselling all referalls and prospective participants at the Mitchell Street Headquarters. The team structure with areas of responsibility and numbers of students in the various programmes as at August 1982 are shown overleaf.

Changes since the original formation of the team of five are that the CW in charge of MSC programmes is now responsible for the running of the Mitchell Street Headquarters, which is the base for the team, and for the development of educational resources; a tutor to take charge of the MSC funded programme has taken the place of the original Adult Literacy Tutor/Coordinator; two tutors for the Business Enterprise Training Service were added in May 1981 although one has now left and not been replaced; and a new full-time appointment was made in 1982 to develop work in Community Industries, YOPS and Life and Social Skills Training. The most recent change is that the ACEO has moved for 12 months to the newly established Unemployed Initiatives

13th August 1982

Diagram to show A.B.E. Team Structure with students 1981/82.



CORE PROVISION 295: Literacy/Spelling students
41: Numeracy students
47: E.S.L.

Resource Unit which forms part of the Community Education Service response to the New Training Initiative and is to develop related educational projects, programmes and resources. A part-time appointment has been made in the ABE unit to assist and the ABE tutor in charge of training is now acting ACEO. Adjustments have been made to cover the range of work but it does mean a heavier work-load for team members who were already at full stretch. They have to consider very carefully what they can take on if the quality and flexibility of the programme is not to suffer.

The team moved into their Mitchell Stree headquarters in January 1981. The base serves as administrative headquarters and there is a secretary and clerical staff. The building was a school and has now seven classrooms, two small rooms for groups and individual counselling and teaching, a library and resource base and a small cafe and social area. The atmosphere is friendly and open. Each team member spends at least one day a week at Mitchell Street for interviewing, counselling and staff meetings and there is a steady flow of enquiries and requests into the centre.

The purpose of creating a specialist unit in ABE and placing it in the Community Education structure is that linkage and integration between ABE and the more generalist Community Education Teams would gradually develop. It is the intention, for example, that if a Community Education worker identified a mothers' group which requests tuition he or she would go initially to the specialist team for advice and assistance in establishing the group with a tutor, or put the group directly intouch with the Mitchell Street Headquarters in Dundee or with one of the 4 part-time coordinators in Perth or Angus. Ideally it was envisaged that after three or four years the worker would be able to carry out educational work with minimal referral to the specialists. It is made clear, however, by the Tayside experience that on the whole the Community Education worker does not directly take on the task of educating and that he or she does not usually see structured teaching as a part of his or her work, although there are instances of Community Education workers developing and teaching Life and Social Skills Courses. The Community Education worker is seen as being able to, for example, provide training, information and support for committees and groups; provide training for youth leadership; provide information on welfare rights and housing; assess and conduct interviews in respect of demand for adult basic education; bring in specialist help and assistance and to coordinate and administer an education programme.

The ABE team is there to provide a specialist regional function and to liaise with the core of the Community Education Service. But the ABE team directly runs its own programmes and the intention of integrating ABE into the normal day to day activities of the core Community Education teams remains a long term objective.

The experience in Tayside of the attempt to develop an integrated adult basic education and Community Education service may be seen as an important test, in the field, of the major thrust of the Alexander Report's recommendations concerning the allocation and effective delivery of education on the basis of identified needs and issues in the various types of communities. The criticism of traditional leisure, subject and teacher based informal Further Education with its network of part-time principals and the remoteness of much of University Adult Education from the concerns and needs of those perceived to be lacking basic educational skills has been taken seriously in Tayside. The part-time principal system has been disbanded and the policy is that classes should be self-financing. Fees are high, the public have not come forward in the usual fashion and classes in the traditional sense have collapsed. Regional authority grants to Dundee University have been cut and the WEA in Dundee is not at present of major significance in terms of provision. Adult Education, other than ABE, has largely become a self-funding programme and not a normal part of public provision. While the increase in fees brought the issue to a head, there had been a desire earlier in the Community Education Service to abandon conventional forms of adult education provision and move towards more voluntary, participatory, and community based and informal approaches to learning. While Community Education staff do provide support, advice and facilities for self-funding groups who employ their own teacher either in the eleven voluntary adult education associations or in the Community Education Centres and there is a continuing vocational academic class programme, the conventional non-vocational programme is non-existent except insofar as groups fund their own classes. Criticism of much of the conventional programme is justified in varying degrees but it is not evident from the programmes of Community Education Centres in Tayside that significant amounts of purposive, cognitive, and developmental education, formal or informal, is taking place. Some of the leisure, recreational and social needs of members of the public are being catered for by the Community Education Service generalist teams but the work of the ABE unit and its linkage with the rest of the Community Education Service appears to be crucial in terms of the development of the educational functions of the service.

Linkage with area CE teams is beginning to work and some CE workers are providing contact between members of the public and the ABE unit. Publicity and information on the unit is made available in Community Education Centres. But there has been and remains a lack of understanding and a degree of mistrust between core Community Education workers and the ABE workers. Many CEWs do not see the relevance of ABE to the work they are doing and the appointment of a specialist team, rather than, for example, the appointment of an adult basic educator as a normal member of an area team has encouraged some CEWs to believe that ABE is not part of their job but to be carried out by the specialist team.

It was and is part of the ABE team's strategy to develop contact with CEWs in the field, who should know the communities in which they work, and base a responsive adult basic education programme on needs and issues identified by CEWs, members of the public and ABE workers. The ABE workers would develop appropriate curricula, resources and methods and pass on those skills to the CEWs. Learning objectives and programmes related to issues in the various communities would then become a normal part of Community Education work. These educational activities would be appropriate, would be consistent with the recommendations of the Alexander Report and the long-term policy objectives of CES in Tayside but are not happening to any significant extent throughout the region as a whole.

A joint study in 1980-81 carried out by a Community Education worker, the adult basic education worker who is responsible for liaison with the rest of the CES and Community Education students from Dundee College of Education in a council housing estate where there is a purpose built Community Education Centre indicates some of the reasons for lack of integration and its findings are confirmed and extended by our own interviews.

(a) Community Education workers feel that their outreach and detached function is heavily curtailed due to their administrative responsibilities in running the centre from day to day.

(b) A community development approach is not one in which many Community Education workers are actively engaged and centre-based workers frequently do not perceive the need to analyse and know closely the individuals and groups who make up the communities and neighbourhoods in which they work. If they do, they do not have the time to carry out such work.

(c) Community Education workers are faced by a whole range of duties which leads to confusion and frustration with their roles.

(d) CEW's tend to see themselves as organisers of resources rather than direct providers.

(e) There is among some workers a residual feeling of hostility and defensiveness in relation to ABE workers as if they were trespassing in the work of Community Education.

(f) In relation to (e) in particular it is felt both by workers in ABE and core Community Education that more practical and overt policy direction and in-service education is needed in relation to functional cooperation and linkage.

(g) Many Community Education workers at present in post do not have educational orientations to their work.

A further practical difficulty in the development and integration of work is that ABE workers should have a Diploma in Youth and Community Work (Community Education) in order to be appointed on equal terms with the rest of the Service. While efforts are being made to increase training in adult education at Dundee College of Education it is felt that there should be a broader base for recruitment with teaching, adult education and other educationally based qualifications and experience serving as equivalents to the Diploma in Youth and Community Work. While most members of the ABE have teaching qualifications and experience and have been appointed on equal terms, it may be more difficult to make such appointments in the future. While these problems remain it will be more difficult to recruit staff to the ABE unit with appropriate qualifications and experience and more difficult for them to move sideways into one of the area based Community Education teams which could prove to be an effective means of achiving closer integration in the Service. It would be unfortunate in view of the vital role of the ABE unit in the provision of adult education in the region if, because it is a part of the Community Education Service, appropriate appointments could not be made.

The ABE unit is run on the basis of informal regular staff meetings. Each worker has particular responsibilities but these are linked and everyone is clear about the functions of others. The ACEO and the workers in theunit, have autonomy which allows them to innovate and work creatively. Workers are not isolated and provide support for each other. There is a veiw that more senior management support is needed in terms of promoting practical linkage between the ABE team and the rest of the Service. The RETS programme is not at present fully integrated as part of the team. The unit as a whole has autonomy to develop its programmes flexibly and in a responsive way in the core regionally funded programmes but this is more limited in the MSC funded provision

Programmes

All classes are free and provision is based on a combination of 22 paid part-time tutors assisted by 3 from FE, volunteer tutors and the 4 part-time coordinators in Perth and Angus. The table below indicates the Direct Provision in the first two years of operation.

TABLE I

Adult Basic Education:

Direct Provision

Type of Provision	Number of Students	
	1980-81	1981-82
Individual Tuition	112	130
Basic Literacy/Numeracy Group Tuition	50	181
Formal English: Group Tuition	18	66
Numeracy: Group Tuition	25	118
Community English for Immigrants	6	17
Literacy/motor Bike Maintenance	18	5
Open University:		
Community Education Courses	-	16
B.[illegible].T.S. (Individual Tuition)	-	16
Unemployed Course (Student Placement)	-	12
Work Introduction Course (M.S.C.)	45	45
Communication Course (M.S.C.)	54	70
Life and Social Skills Course (M.S.C.)	290	400
TOTAL	627	1,077

The range of provision for Autumn 1982 is shown below in the programme:-

A.B.E.: Classes: Tayside

Type of Class	Place	Time
Reading, Writing and Spelling	Lincraig C. Centre Dundee	Mon. 7 p.m.-9 p.m.
"	Mitchell Street	Mon. 9.30-11.30 a.m.
"	Menzieshill C. Centre	Wed. 7 p.m- 9 p.m.
"	Kirkton C. Centre	Tues. 7.30 - 9.30 p.m.
"	Caledonian Rd. School)	Mon. 7 p.m.-9 p.m.
"	Perth)	Thurs. 7 p.m.-9 p.m.
"	Montrose Academy	Tues. 7.30-9.30 p.m.
Spelling	Mitchell Street	Thurs. 9.30-11.30 a.m.
Coping Skills for Slow Learners	Mitchell Street	Tues. 9 a.m.-12 noon
	Mitchell Street	Wed. 9 a.m.-12 noon
"	Forfar	Tues. 7 p.m.-9 p.m.
"	Kirriemuir	Thurs. 7 p.m.-9 p.m.
Coping Skills	Liff Hospital	Wed. 9.45-11.45 a.m.
Community English for Immigrants	Mitchell Street	Wed. 7 p.m.-9 p.m.
Pre '0' Grade English	Ardler C. Centre	Mon. 1.30-3.30 p.m.
"	Douglas C. Centre	Tues. 9.30-11.30 a.m.
"	Mitchell Street	Thurs. 9 a.m.-12 noon
'0' Grade English (in conjunction with College of Commerce)	Mitchell Street	Thurs. 9.30-11.30 a.m.
Arithmetic		
Coping Skills	Fintry C. Centre	Mon. 7 p.m.-9 p.m.
City & Guilds	Mitchell Street	Fri. 9 a.m.-12 noon
'0' Grade (College of Commerce)	Mitchell Street	Date and time to be arranged
Maths for Work	Mitchell Street	"
General	Ardler C. Centre	Thurs. 9.30-11.30 a.m.
"	Menzieshill C. Centre	Mon. 7 p.m.-9 p.m.
"	Douglas C. Centre	Wed. 9.30-11.30 a.m.
"	Caledonian Rd. School Perth	Thurs. 7 p.m.-9 p.m.
"	Montrose Academy	Thurs. 7 p.m.-9 p.m.

For those who are unable to attend a class . . . .

Individual Tuition - can be arranged if you prefer to study on your own

Flexi-study courses - where the learning materials are sent to you at home, are available

We also have

Business Enterprise Training Service (BETS)

We offer an advisory service for any person or group interested in starting their own business.

continued/-

A.B.E.: Classes: Tayside Continued/-

Full Time Courses in Conjunction with M.S.C.

Communications Course I: A refresher course for adults concentrating on reading, writing and arithmetic

6th September - 23rd December (16 weeks)

at Lincraig Community Centre, Blacklock Crescent, Dundee

Communications Course II: a short refresher course for adults.
6th September - 1st October
1st November - 26th November

at Mitchell Street, Dundee

Work Introduc[illegible] Course: for young people aged 16-19.

13th September - 10th December (13 weeks)

at Kirkton Community Centre, Dundee

Life and Social Skills: a two-week course for Youth Opportunity Trainees

23rd August - 15th July

at Mitchell Street, Dundee

Day Release classes (in basic education) for Y.O.P. trainees, take place every afternoon at Mitchell Street

Each core ABE class has an average of 10 students while MSC funded full-time courses have an average of 15.

Regionally Funded Core ABE Provision

Most groups contain mixed abilities ranging from slow learners, students with mental and physical handicaps to those studying pre 'O' Grade work. Subject areas in groups were also mixed - for example spelling, reading and arithmetic. The policy is to make education accessible through location, timing and the absence of fees. Flexible and specialist help for individual learning needs and learning through a system in which a part-time paid specialist tutor is assisted in the group of 10-12 by one or two trained volunteer tutors. It has has been found that this system usually works more effectively than the one to one volunteer situation in that volunteers can provide individual assistance but often not the specialist help that is needed. The cost of training and supporting volunteers for a wide range of educational needs would be more expensive than meeting needs in the group situation with a specialist paid tutor. The student gets some individual attention in the group and the volunteer is supported through the presence of the paid specialist. The policy of the team is that a group of twelve students is the maximum for this method and that it will, therefore, not increase staff/student ratios to cope with increasing demand.

More insight may be provided by outlining the characteristic of one of a number of such groups visited in the Mitchell Street Headquarters and elsewhere. This particular 'Reading, Writing and Spelling' group meets each week from 7.00-9.00 p.m. at a Community Education Centre in Dundee where there is a suitable room and furniture. It is not like a school classroom and there are informally arranged tables and chairs with no obvious place for a tutor. The group is taught be one part-time paid tutor and a voluntary helper. The paid tutor became interested in ABE three years ago through advertising on television. She has 'Higher' and 'O' Grade qualifications, had always wanted to teach and entered training college to train as a primary school teacher. She dropped out after two years having been disillusioned by her experience at the college which she felt had been too directive and not sufficiently flexible for her to make her own contribution. After seeing the television advertisement she became a volunteer tutor on a 1;1 basis for one year and took advantage of training run by ABE which combined a home-study course and occasional face to face learning on Saturday mornings. She enjoyed the training and found it adequate. She now has support and materials from the Mitchell Street Headquarters and the class is visited by the full-time ABE group coordinator at fairly regular intervals

Despite policy there is now one over the 12 maximum in the group although there were only 12 on this particular evening. The group started two years ago with one or two learners, attendance grew as a result of advertising on television and a Community Education worker at the Centre introduced two to the group. From that point on word of mouth has been effective publicity. The group is made welcome in the Centre, the CEW is understanding and promotes the welfare of the group. The group is made up of learners with the following characteristics:

(a) Male resident in a centre for the mentally retarded and referred to the group by a speech therapist.

(b) O.A.P., working class, left school at 14, cannot write and wishes to write letters to her daughters who are married and living abroad.

(c) Middle-aged working class woman studying for '0' Grade English. She is unemployed, has a nervous problem, needs social back-up and support and has slight spelling problems. She is helping as a volunteer tutor.

(d) Middle-aged man, working class, studying for '0' Grade English and needs to build confidence. Married with children and employed in a semi-skilled job. He came to the group through advertising and advice from Mitchell Street.

(e) Young working class man employed in a manual job. Needs to improve his basic spelling. He might do '0' Grade if he wishes. He came through advertising and advice from Mitchell Street.

(f) Married working class lady with a part-time job that requires her to read names on containers of food. She has difficulties with this.

(g) Early middle-aged man, working class and employed. He has spelling problems and needs to build confidence.

(h)/(i) Two related Italians who have lived in Dundee for 13 years. They have good spoken English but problems with writing. The social aspects of the group are important for them.

(j) Working class, early middle-aged lady, brain damage, developing limited reading, can now write her own Christmas Cards which she couldn't do previously. Epileptic. She is fully accepted as part of the group and comes even if she is too ill. The social aspect is of major importance to her and she arouses a family concern in the group.

(k) Young working class male, mentally retarded, making some progress in reading. Social aspect also important.

(l) Young working class employed male. Needs spelling for his work.

The atmosphere in the group was friendly, informal and task oriented. No stigma attached to anyone in the group. Cooperation in learning occurred between members of the group. The volunteer tutor was performing her work well. The tutor encouraged the friendly working atmosphere and it was very clear that she had the trust of the participants. Individual attention was given. The tutor gains much personal development, satisfaction and friendship in the group.

This type of learning is then developmental in educational and cognitive terms. It also creates social development, confidence and affords much enjoyment. It is clear from the make-up of the group that traditional non-participants are being reached and are responding to appropriate learning methods which are flexible and responsive. The tutor is concerned to provide advice and counselling on other educational opportunities. The group provides both for formal and informal learning needs and can link the two where this is appropriate. Quite severe learning difficulties are coped with in the group.

In some groups studied some individuals do not get all the attention they might need but overall the part-time paid tutor with voluntary assistance system works fairly effectively. In the particular case looked at above it is clear that when CEWs give full cooperation the placing of ABE in the framework and structure of Community Education is helpful in terms of facilities, recruitment, advertising and identification of individuals who require assistance.

MSC Provision

The unit is responsible for three full-time MSC funded courses for which part-time and short-term contract tutors are employed and coordinated by a full-time member of ABE staff.

1. Life and Social Skills for YOP Trainees - 19 two-week courses per year

Two full-time tutors now run this programme for 15-20 YOPS, trainees per course. The programme originated through a project begun by Community Education workers and a Careers Officer for young people in 1978, in a Community Education Centre. It is designed to promote confidence among young people so that they are better able to cope with adult life and consist of a number of short units and topics such as job finding, relationships with others, alcohol and drug abuse, police/community involvement, starting a job and interviewing technique. These programmes may have a certain limited usefulness and exist in the context of YOP training as a whole, but it has to be said that, however appropriate and flexible the tutors are, the nature of the programme is superficial. A number of participants are fairly happy with the topics and feel able to contribute but two weeks is a very short time in which to develop valuable and effective learning.

However, with MSC funding in 1982 it has been possible to develop more specialist provision for YOPs trainees in 4-day release classes which provide basic education opportunities ranging from literacy to City and Guild Examinations.

Approximately 400 YOPs trainees go through the above programme each year but the team is aware that the number of YOPs placements in Dundee alone has been approximately 3,000 and in many cases they had not been informed of their educational 'day-release' rights.

2. Work Introduction Courses for 16 - 19 Years Olds - three 13 week courses per year - two full-time tutors

There are 15 students on each course aged between 16-19 and recruited from the Careers Service. The young people who attend have failed to find or hold a job since leaving school and who may feel that a lack of basic educational skills and knowledge of opportunities is contributing to their failure to gain employment. They are usually educationally and socially disadvantaged though not experiencing mental or physical handicap. The programme focuses on basic literacy, numeracy and life and social skills and includes various vocational elements in catering, office-skills, painting and decorating, joinery and gardening and there is a work placement. The courses take place in a Community Education Centre and the tutors develop a friendly and informal atmosphere in which individual guidance and counselling is given. Often, however, the course is a 'one-off' experience for the participants with little prospect of employment at the end of it and no links and progression to further education and training except into an ABE regionally funded class. Tutors consider the course to be too short and that the educational experience of participants needs to be extended.

3. Communication Course for Adult 19 Years Upwards - Two 16 week courses per year - two full-time tutors and part-time assistance

There are approximately 18 students on each course. They usually lack basic literacy, numeracy and language skills, are unemployed and are not able to get into TOPs courses. Participants are interviewed at Mitchell Street. In September 1982 three participants came from the Employment Rehabilitation Centre and eleven were referred through Job Centres. These have differing ability levels, need to build up confidence, and coping skills. The purposes are both social and educational. The tutors get to know the group very well and there is a friendly, informal working atmosphere. Individual attention is given. Visits are made to factories and the Outdoor Education Team makes contributions to the programme. It is held in a Community Centre which is less threatening for some than more formal surroundings. Most participants go back on the dole after the course although a few have gone into F.E. courses. Both tutors and participants feel that they need a longer course of up to a year if real and lasting gains are to be made. There is again a sense of lack of continuity. In one long interview an unemployed working class male in his thirties indicated how much he was enjoying the course but felt its impermanence and dreaded a return to the dole.

The characteristics of the MSC courses are then that they serve a limited purpose, that the participants on the whole enjoy and gain from the experience but that due to the short duration of the programmes gains may only be short-term and superficial. While there is a link up with ABE courses in some instances there is a lack of educational progression and link-up to further educational opportunities. The participants sense the ad hoc and discontinuous nature of the experience and this affects their attitudes towards the programme. The fact that the ABE team runs the programme is advantageous in that there is an element of referral back and forth from the MSC funded and regionally funded programme. The MSC funds are important to the ABE team but the team could not cope with a large transfer of MSC students to the core regional programme as insufficient funds are available for paid part-time tutors. Developments will occur with the onset of the new training initiative but these are not yet known.

There is also a view that MSC funded programmes do not match educational needs. There is for example a demand from an expanding group of unemployed people who are more able than those on the Communication Courses and who are looking for fresh beginnings in education and retraining but who do not presently have the skills, confidence and finance to enter further education. There is also a need for ABE staff to work more closely with MSC and the Careers Service in terms of recruitment and a more personal approach to it, an examination of administrative and testing procedures and more flexible development of curricula and length of courses based on participant needs.

Business Enterprise Training Service

The Service was established in May 1981 to provide ideas, advice and training for individuals and groups wanting to begin their own business and create employment. It is difficult at present to evaluate effectiveness but one business employing four people has started and others may develop from counselling provided. While the Service is not fully integrated into the team, the tutor does contribute regularly to ABE courses and is an indication that further specialisms in the field of ABE may become part of the pattern in Tayside.

COMMENT

A highly motivated well qualified team with a management style and structure which allows for autonomy, encourages innovative practice and provides support has succeeded in demonstrating the widespread existence of educational needs which cannot, with present resources, be met. They have combined research, outreach work, training, personal development, direct teaching, indirect work through collaboration and training with a network of agencies to develop the programme of ABE in Tayside. There is a sense in which workers do perceive themselves almost continually and simultaneously as active teachers and researchers and this makes for good practice.

The team has now reached a stage where, without more part-time paid tutors, they cannot directly expand provision and this is particularly significant in Tayside as the more conventional IFE programme and other adult education opportunities which can be appropriately offered are not significant. The team together with approximately 20 part-time tutors cannot provide an adequate service throughout Tayside for the demand which has been demonstrated by their work.

The team has clear educational and developmental purposes and arising out of their work linked cognitive, social and recreational activities occur. If their work is to expand, they will have to pursue collaborative ventures with F.E., health education and of course the core Community Education Service. But care will have to be taken that the type of resource available does not determine the type of provision. What the work of the team has once more demonstrated in practice is that effective adult education has to proceed on the basis of jointly identified learning needs and that this depends on direct contact with potential participants rather than more traditional forms of advertisement; flexible development of curricula and methods; and suitable timing and location. It is worth repeating that at present the ABE team is in contact with 1,000 participants with continuing educational needs many of which cannot be met. It is estimated by the team that at least 30,000 adults in Tayside have basic educational requirements. As in Central, the team in a short space of time and with few resources has demonstrated effectively the quality of work that can be carried out with traditional non-participants and the vast demand and need which cannot at present be met.

The above analysis indicates the urgent need for more paid part-time tutors to work on the core regionally funded programme. Care should be taken that the responsiveness and flexibility of the work is maintained and developed and that a balance is maintained between the MSC funded and regionally funded provision. In terms of policy the F.E. colleges could be further encouraged to develop collaboration with the ABE team and F.E. tutors encouraged to develop their methods and approach to meet the needs of participants. In relation to developing the effectiveness of the Community Education Service as a whole it is important that consideration be given to further in-service education for Community Education Workers in the field of adult basic education both in relation to their roles in identifying learning needs in the communities in which they work and in making a direct teaching contribution themselves. Policy on integration and linkage between the teams that make up CES in terms of both concepts and organisation of work could usefully be more firmly elaborated and stated. This would help to establish more effectively the outreach basis of ABE seen as an integral or functionally cooperative part of Community Education. It is recognised that Community Education Workers do have a wide range of tasks but their role as educators is essential in a Community Education Service if the learning needs of the public are to be provided for.

Adult Basic Education in Fife - The Fife Second Chance Basic Education Scheme

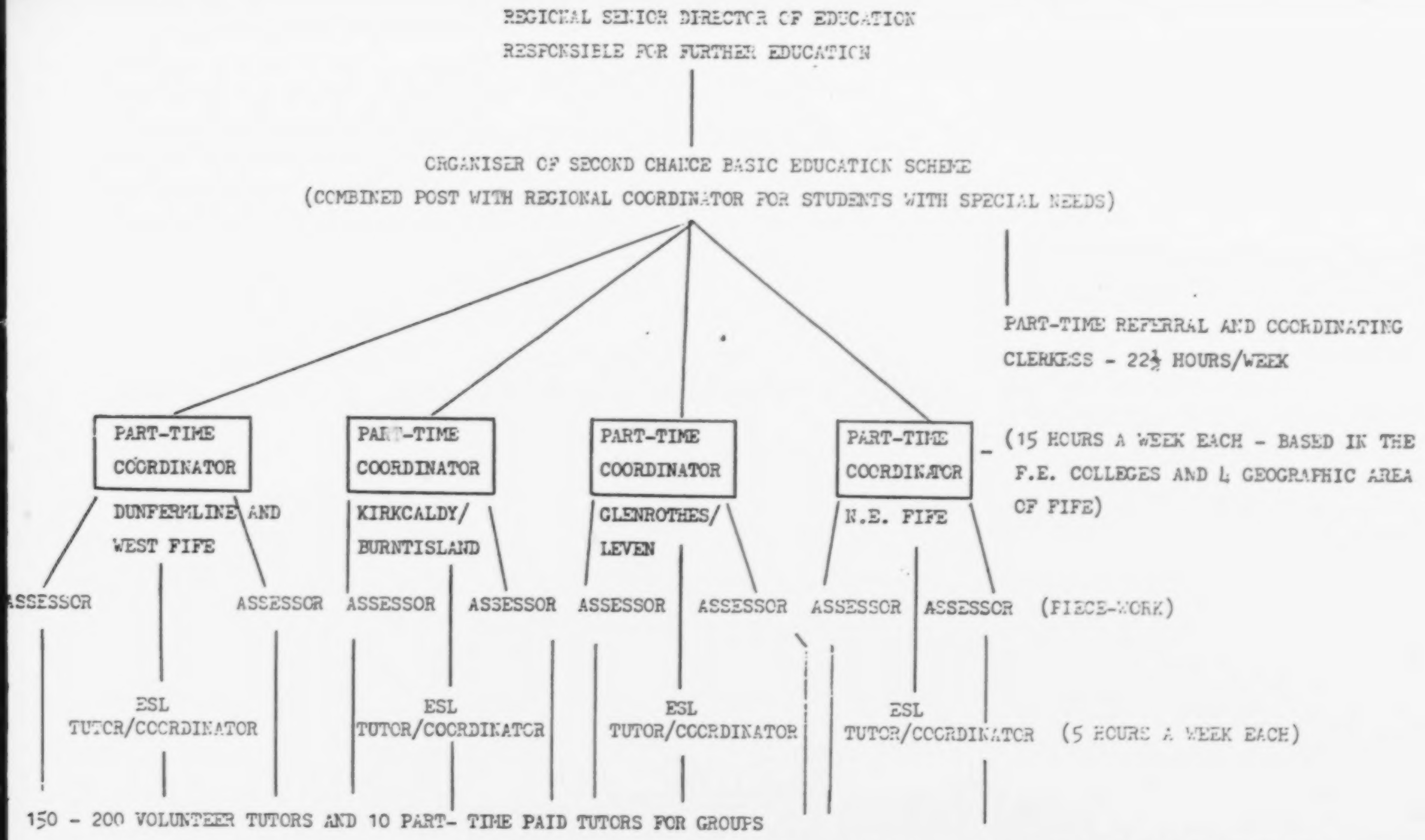
Background, Policies, Organisation, Management and Staffing

Adult Literacy programmes in Fife were pioneered by Adult Education IFE Tutor/organisers who until financial cutbacks in 1976 were able to pay their part-time tutors. At that time the Adult Education IFE Tutors were based in the colleges. The literacy programme and campaign developed from 1976-78 with staff tutors and volunteers with funds administered through the F.E. budget. In 1979 the programme moved entirely into the F.E. sector and was removed from the work of the Adult Education IFE Tutors. The structure of the present Fife Second Chance Basic Education Scheme is shown overleaf.

In policy and objectives there has been little major movement since the days of the literacy campaign. The programme is seen to be directed at basic literacy and numeracy with little movement into the wider and developing field of adult basic education. The programme though is now seen to be more professional.

An outstanding feature in Fife is that basic education workers are all part-time. The organiser of the scheme should devote only 8-9 hours a week to the work having to combine it with her responsibilities as regional coordinator for students with special needs. She has to put in more working hours to cope with the task. The same is true of the part-time coordinating tutors. The clerkess receiving referrals is also part-time.

A second feature is the Scheme's very clear F.E. college base.
There is an expressed need for the
part-time tutor-coordinators to have more of their own space in the colleges where appropriate arrangements for basic education can be made. At Lauder Technical College, in the base at Fod House, steps have already been taken in this direction. An advantage of the F.E. base is that MSC, YOPs, Special Needs and the Second Chance Basic Scheme can to some extent feed into one another flexibly in terms of participants, resources and the developmentof curricula. The Second Chance Basic Organiser has a background in F.E., and this assists in cooperative relationships and creative developments around the borders of the various programmes. For a few Second Chance participants it does mean that continuing learning from literacy to 'O' Grade for example is possible. The Second Chance programme is free and flexible in terms of location and time, but the usual constraints of F.E. provision apply in terms of fees, location, timing, methods and atmosphere.


REGIONAL SENIOR DIRECTOR OF EDUCATION
RESPONSIBLE FOR FURTHER EDUCATION
ORGANISER OF SECOND CHANCE BASIC EDUCATION SCHEME
(COMBINED POST WITH REGIONAL COORDINATOR FOR STUDENTS WITH SPECIAL NEEDS)
PART-TIME REFERRAL AND COORDINATING
CLERKESS - 22½ HOURS/WEEK
PART-TIME COORDINATOR
DUNFERMLINE AND
WEST FIFE
PART-TIME COORDINATOR
KIRKCALDY/
BURNTISLAND
PART-TIME COORDINATOR
GLENROTHES/
LEVEN
PART-TIME COORDINATOR
N.E. FIFE
(15 HOURS A WEEK EACH - BASED IN THE
F.E. COLLEGES AND 4 GEOGRAPHIC AREA
OF FIFE)
SSESSOR
ASSESSOR
ASSESSOR
ASSESSOR
ASSESSOR
ASSESSOR
ASSESSOR
ASSESSOR
(PIECE-WORK)
ESL
TUTOR/COORDINATOR
ESL
TUTOR/COORDINATOR
ESL
TUTOR/COORDINATOR
ESL
TUTOR/COORDINATOR
(5 HOURS A WEEK EACH)
150 - 200 VOLUNTEER TUTORS AND 10 PART- TIME PAID TUTORS FOR GROUPS

CIPANTS: 200-300 having tuition at any one time. Majority in 1:1 tuition with voluntary tutors in basic literacy and numeracy.

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Little outreach work is possible and while individual learning needs are dealt with flexibly in 1:1 situations and in a small number of groups, participants do not have much input into decision-making and control. In this respect the type of provision tends to determine participation reducing the degree of responsiveness possible with this structure and level of resources.

There is little functional contact with the Youth and Community Service. Leaflets and posters are sent to the Service and these are given a place in the Centres. A few referrals have come through the Youth and Community Service but there is not a significant active relationship with Second Chance Basic Education. The part-time tutors do not have enough time to make themselves known in the Centres and to Youth and Community Workers. There is a view that Youth and Community workers regard Second Chance as part of the formal system and therefore as not part of their remit. They, therefore, do not see themselves as workers who should be identifying latent educational demands and counselling people into the Second Chance programme.

Without bases in the community and being a part of F.E., the Second Chance Scheme does not have a great capacity to develop issue and community based learning and policy at present appears not to support such a development. There are, however, some links developing with I.F.E., and The Priory Lane Community Foundation Project in Dunfermline in which various issue based educational groups are developing. The Youth and Community Service is also involved in this project. Some attempts are being made to develop women's education. Little can be done at present for the unemployed as a group except through the usual basic literacy provision.

The 4 part-time coordinators are teacher trained and enjoy good working relationships with the Organiser. They have the continuing task of training volunteer tutors who have, as elsewhere, a high turnover. Informal and friendly working relationships exist within the unit. The Organiser has a degree of autonomy which she exercises to develop innovative and bridging work between programmes but the level of resources severely limits developmental work. The level of linkage and integration with I.F.E., the Youth and Community Service and Leisure and Recreation is low.

The Programme

Statistics for the Second Chance Basic Scheme are laid out overleaf:

ADULT LITERACY AND BASIC EDUCATION - HALF-YEARLY SUMMARY SHEET

REGION FIFE

STATISTICS FOR HALF-YEAR ENDING 30TH JUNE 1982

	LITERACY & SPELLING	NUMERACY	ESL	TOTAL
STUDENTS				
1. Total number of students dealt with by scheme (past and present) from 1978	-	-	-	1067
2. Number of students referred by the Scottish Referral Centre during half-year	3	-	-	3
3. Number of students referred in other ways during half-year	53	5	23	81
4. Total number of students receiving tuition	167	10	77	254
5. Total number of students awaiting tuition	35	5	22	62
TUTORS				
1. Total number of paid tutors currently working within the scheme	6	-	1	7
2. Total number of unpaid tutors currently working within the scheme	118	8	51	177
3. Number of volunteers referred by Scottish Referral Centre during half-year	-	-	-	-
4. Number of volunteers from other sources during half-year	-	-	-	121
5. Number of trained tutors in reserve	-	-	-	90
6. Number of volunteers awaiting training	-	-	-	100

The number of people served by the scheme has increased by approximately 15% over each of the last two years. There are at present 316 participants in tuition which is less than 10% of estimated demand. The main source of referrals is through the telephone to the Scheme's part-time clerkess at Wemyssfield in Kirkcaldy. It is open only from 9.00 a.m. to 1.30 p.m. This is often not perceived to be the most appropriate form of first contact for people wishing to return to learning and who have learning difficalties. It has its place but should be developed through direct contact with members of the public. The present team does not have the time or resources to do this and other teams, in the Youth and Community Service for example, are not taking up the task to any significant extent.

Those participants who do make effective contact are assessed by a variety of formal and informal means. The coordinating tutor discusses each person with the assessor. A volunteer tutor is then chosen and the learning programme initiated. The coordinating tutors and volunteer tutors develop their own materials and make up individual programmes.

The programme is largely individual tuition in literacy progressing up to 'O' Grade but those wishing to enter for 'O' Grade should go to the F.E. college. A smaller number require tuition in numeracy and some require social support. Social and recreational activities are not developing around the learning. There are approximately 10 groups with paid tutors and these are largely ESL classes, numeracy groups and groups with hearing difficulties.

The bases in the colleges for group work are difficult and expensive for prospective participants to get to. For many it would mean two expensive bus rides to reach the base. Community Centres as bases may often not have suitable accommodation or the capacity to preserve confidentiality when this is needed.

Comment

The dedicated work by part-time staff has meant that there are now more referrals than can be coped with. Full-time staff and more part-time paid tutors are needed to develop group work and the developmental and issue based nature of adult basic education. The present staff are at the limit of their resources and work many more hours for the Scheme than they are paid for. They are, in a sense, penned back into the more traditional individual tuition in basic literacy and numeracy. There is not the capacity to expand work with, for example, the unemployed and women. There also may not be the capacity to develop work which may well be needed with the implementation of the New Training Initiative and Youth Training Scheme. Full-time workers are needed to develop functional links and integration with I.F.E., the Youth and Community Service, Leisure and Recreation and the Arts. Part-time workers do not have the time to do so. Nor do they have time to develop direct links with the various communities.

The analysis implies that full-time workers are needed to develop ABE. Full-time workers would then be in a position to develop the necessary functional links with other parts of the educational service and related agencies. They would also be able to develop adult basic education more effectively in its fuller and wider sense and this raises important policy considerations for the Region.

Summary and Conclusions

Adult basic education is concerned with the development of personal, social and occupational potential.

> "It does not consist only of specific skills of a most 'basic' kind such as minimal literacy and numeracy, but emergent learning and informational requirements which are determined contextually in the lives of individuals." (Bryant: 1982:11)

ABE is a continuing part of the educational system and not merely a preparation for it. In the context of the failures of more traditional adult education and community education to effectively tackle the learning needs of large sections of the public, ABE, particularly in Central and Tayside, has demonstrated its potential significance by the effectiveness of its work despite extremely slim resources. In both of these regions, and to a lesser extent in Fife, the process of mutual identification by educator and potential participant of frequently latent learning needs is manifest and this has led to systematic learning and development by traditional non-participants. It has also led, particularly in Central, to linked social, participatory and recreational activities which enhance the major and clear objectives of learning. The importance of outreach work, mutual trust and learning and directly knowing individuals and groups in the community is made clear by the work of ABE tutors.

A responsive and participant based approach to the development of learning and appropriate methods and materials are being developed in all three regions. This is marked in Central through the situating of adult tutors in bases in the community and through the outreach philosophy of the team. It has resulted in a programme which is based rather more on social issues and the needs of particular groups such as women and the unemployed than in Tayside where there is a more fixed, but developmental, element in provision based on reading, writing, numeracy and coping skills. Having said that, the work of both teams is characterised by flexibility, attention to individual and group needs and high educational quality. Both have proceeded to groups rather than one to one tuition. Both are convinced of the importance of direct contact with members of the public, analysing the social and economic characteristics of the areas in which they work, and the building of mutual trust. These are essential parts of the process of identifying educational needs and creating suitable curricula. The fact that there is an almost overwhelming demand for their services testifies to the effectiveness of such approaches. These approaches are accepted by workers in Fife but they are circumscribed by an even more severe lack of resources.

Both Central and Tayside have assistance from outside the educational budget - Central from Urban Programme Funding and Tayside from the Manpower Services Commission - and have been able over the past three years to expand their programmes, although in Central there is no significant budget for paid part-time tutors. Fife has no such outside assistance; has not been able to expand to a similar extent; relies on part-time workers and volunteers; and has not been able to develop its group and issue based work as the workers would wish. Fees for ABE programmes are not charged.

In many areas and communities adult basic education is effectively the only appropriate opportunity for systematic learning that exists. This is demonstrated in Central, for example, by the large number of requests coming in to a small community based project from throughout the region for educational assistance ranging from literacy to women's education to preparatory Open University work. In each region traditional non-participants are benefitting from the work. Provision in other areas of adult, further and informal education have either been severely cut back or are, as evidence from each region shows, unsuitable in terms of timing, fees, methods, flexibility of curricula, approach and atmosphere. Developments in adult basic education seen in its broader and fuller sense have exposed the limitations of more conventional adult and further education and revealed the cognitive and social learning capacities of those frequently considered to be apathetic or incapable of benefitting from continuing educational opportunities. To repeat, the demand revealed is enormous and no other agency is effectively making significant provision in response. There is a total of 13 full-time professional workers in the three Regions.

In each region the teams are at the limit of their capacity. In Tayside the priority is for more part-time paid tutors in regionally funded core provision and for more effective and appropriate linkage with other agencies that can provide teaching resources. In Central the priority is for paid part-time tutors to be made available and for the full-time workers to be placed on a more permanent footing with the region. In Fife the priority is for the establishment of full-time posts.

Central has demonstrated the effectiveness of an informal network style of management which allows for both autonomy and support. This style of management encourages innovatory approaches and programmes which are needed for flexibility and development. In Tayside the ABE unit has demonstrated that it can work effectively from a base in Community Education but that much remains to be done in relation to integration and making adult education a normal part of the work of community educators. In Fife the management style within the team encourages flexibility and innovation but lack of resources is a severe limiting factor on developments which would include more effective linkage and cooperation with F.E. and Youth and Community Work.

CHAPTER 8

Informal Further/Adult Education

Introduction and Background in Scotland

This section will examine in broad terms purposes, organisation, policy and programmes for I.F.E. in the regions using evidence from interviews and from studies of particular centres on the nature of the programmes offered. The significance of reviewing and analysing developments in Informal Further Education stems first of all from the criticisms of traditional local authority adult education provision and secondly from the nature and effects of the recommendations of the Alexander Report, Adult Education - The Challenge of Change published in 1975, for the incorporation of non-vocational adult education with youth and community work and the adoption of a 'community development' approach. The recommendations of the report and local government reorganisation have had major effects on the development of non-vocational adult education, its present nature and its potentialities. The major concern of the Alexander Report was the appropriate development of non-vocational adult education also known in Scotland as Informal Further Education. It is then necessary to enquire into the nature, quality and size of present programmes of local authority provided adult education and how far resources for systematic learning are being allocated on the basis of needs and issues in the various types of communities as a part of the recommended community development approach.

The Education (Scotland) Act 1969 stipulated (part 1,1) that:-

> "It shall be the duty of each educational authority to secure that there shall be made for their area adequate and efficient provision of school and further education".

'Further Education' includes both vocational education and 'social cultural and recreative activities either as part of a course of instruction or as organised voluntary leisure-time occupation'. Local authorities have tended to separate vocational and non-vocational programmes into, respectively, Formal Further Education and Informal Further Education. The division is in our view a negative and artificial one. While this is not the place to develop an analysis of this fundamental issue on our educational structure it is important to recognise that people are 'whole' beings, do not realise and develop themselves in fragmented portions and that there are significant relationships between the nature of a person's work, paid or unpaid, and the nature of his or her leisure activities. It is also clear that many forms of adult education, for example Adult Basic Education, Education for Women, MSC programmes, Open University programmes or Trades Union and Workers' Education, do not fit easily into either vocational or non-vocational categories. Perhaps the most significant determining factors as to whether a programme is vocational or non-vocational are the motivations of participants. People attend programmes on either side of the artificial divide for both vocational and non-vocational reasons and may be found mixed together in the same course.

There is no indication in the legislation as to the range and quantity of Informal Further Education to be provided so that there is a degree of ambiguity and confusion for local authorities as to what should be provided by them. At a time of financial cut-backs the lack of clarity in this area makes Informal Further Education a particularly vulnerable, if small target. Our work in Tayside, Central and Fife and the tendency to require I.F.E. to be self-financing indicates that the principle of public subsidy clearly implied in the legislation is being severely eroded in practice.

Historically in Scotland the local authorities have been financially and administratively responsible for the provision of informal further education and central government grants to the voluntary bodies such as University Extra-Mural Departments and the Workers' Educational Association, which in England and Wales are recognised as 'responsible' bodies, have not been made although there are some elements of central subsidy for administrative costs. Local authorities have cooperated in varying degrees with voluntary bodies and do assist them with grants, accommodation and fees but the bulk of adult education courses are provided directly by local governments and the sole statutory authority rests with them.

The Alexander Report Findings and Recommendations: 1975 and National Statistics on Informal Further Education 1976-81

The terms of reference for the Committee of Enquiry were:-

> "To consider the areas appropriate to voluntary leisure-time courses for adults which are educational but not specifically vocational; to examine the extent to which these are being achieved at present; and with due regard to the need to use available resources most effectively, to make recommendations." (Alexander Report 1975: vi).

The Report recorded that in 1972/73 of 217,000 enrolments in non-vocational adult education classes approximately 189,000 were in classes organised directly by education authorities, 21,000 in University Extra-Mural courses, 4,500 in WEA courses and 2,200 in courses organised by the Central Institutions. The nature of the local authority programme is indicated by the fact that over half of the participants, 98,000, were in physical education, handicraft and hobby classes and about 51,000, almost entirely women, were in cookery and needlework classes. (Alexander 1975: 14). The other 40,000 were in similar subject areas to those organised by the WEA and Extra-Mural Departments. The WEA and Extra-Mural courses were of a more academic type with a higher cognitive content. The issue of the nature and balance of curricula offered in Informal Further Education by local authorities is one of major importance in terms of access for the majority of adults, who do not participate in Extra-Mural, WEA or vocational programmes, to work of genuine intellectual and educational value and we shall return to this issue.

The Report estimated that no more than 4% of total Scottish adult population were involved in leisure-time provision.

From a study commissioned by the Report on Dundee, Fife and Argyll on the types of participants attending the following points were made:-

"(a) more than two-thirds of the students were women;
(b) only about 15% of the students were aged under 25 while more than 25% were aged over 55;
(c) the occupations of the students indicated that over 80% were in the top three classes of the Registrar General's socio-economic scale, i.e. the students were mainly middle class; less than 10% were members of a trade union whereas nearly 20% were members of a professional association;
(d) the formal educational qualifications of the students were substantially higher than the national average, nearly one quarter of them having university degrees or other higher educational qualifications;
(e) many students regularly attended classes from one year to another and were satisfied with the standard of classes, their duration and the quality of the tuition provided.

Limited as they were, the case studies tended to confirm the widely held view that an unduly high proportion of those to whom adult education courses offer a satisfactory leisure-time activity are the older, the better-educated and the more affluent. Those to whom adult education should be of most value are least involved." (Alexander 1975: 15).

The Report particularly expressed concern at the low proportion of trade union members participating in Informal Further Education and very clearly the vast majority of people with low incomes and few formal educational qualifications were not benefitting. The purpose of the Alexander recommendations was to change this situation, to involve 'disadvantaged' groups and enable people to contribute more fully to a participatory democracy and a pluralist society. It saw a 'strong broadly based and highly professional system of education, for adults' as 'one of the best guarantees of a healthy democracy' (Alexander 1975: 22) and considered that adult education had a major role to play in helping individuals to grasp the causes, consequences and characteristics of processes of social, economic and technological change. Such views have important implications for the nature of curricula and methods in informal further education.

Traditional non-vocational adult education is frequently and with some justification criticised for its teacher, subject and building based approach; lack of participatory and outreach approaches to decisions on curricula and methods and its lack of relevance to identified social issues and needs. The usual and dominant pattern of local authority informal further education provision in Scotland in 1975 was that it took place largely in schools, though some took place in evening institutions and various types of centres, programmes were usually administered by a part-time head or principal who was a day-school teacher but who had little or no education and training in the purposes and methods of adult education. Despite formal divisions between vocational and non-vocational education, leisure-time provision has often included some academic, vocational and examination subjects thus giving some access to both informal courses and formal educational opportunities in the same programme, or at least in the same building, and in a recognisable educational structure. This was of some importance in terms of linking, complementarity and coordination of various kinds of informal and formal learning varying from the recreational and social to more cognitive credit and non-credit programmes. This was the case in Fife for example where in addition to formal programmes, some non-examination work developed under the banner of Informal Further Education, was termed 'adult education' because it contained more reflective and intellectual content in the 'liberal' adult education tradition than did the craft, pastime or physical activity based courses more usually associated with local authority Informal Further Education. But the tendency has been for academic and examination subjects to be moved into the F.E. College sector so that I.F.E. has been increasingly identified with leisure-time and 'recreational' courses with little obvious linkage into other types of educational opportunity.

The artificial divisions and separate structures in adult, informal, formal, vocational and non-vocational education in Scotland have not been conducive to the development of effective access by the majority to a balanced and linked range of educational provision. Provided there are sufficient full-time adult educators of good quality performing teaching, counselling and organisational functions in a recognisable structure of adult education, recreational, social, more cognitive, and issue based learning programmes are in no way mutually exclusive and link into another in complementary and developmental ways providing a basis for access to continuing formal and informal learning opportunities. But good quality full-time adult educators in Scotland have been, and are, scarce commodities due largely to the lack of a secure career structure in local authorities and to the shortage of effective education andtraining in adult education. In Scotland as a whole there were approximately only 70 people specificall employed full-time in adult education in 1975 including University Extra-Mural Departments and the WEA. The Alexander Report noted that of these there were only 20 full-time staff employed specifically in adult education by local authorities supplemented by 60 persons in youth and community services whose main responsibilities included the organisation of adult education classes. (Alexander 1975: 80-81). The priority given by local and central government to adult education was and is very low. Without substantial increases in the number of local authority staff involved in both teaching and organisation in adult education and the development of a clear organisational structure it is most unlikely that a balanced and integrated programme of recreational, social, cultural, cognitive and issue and needs based education can occur in Scotland. It was the intention of the Alexander Report that such a programme be made accessible to traditional non-participants.

A major means of involving traditional non-participants and disadvantaged groups was to be the adoption of a community development approach to adult education which would move away from traditional AE and IFE methods and approaches and create more issue based and cognitive learning appropriate to the development of a healthy democracy. The Alexander Report recognised then that the purposes of adult and informal further education were not only 'for leisure' and recreation but to do with the knowledge required for effective citizen participation and influence in the decision-making processes - 'Without this knowledge increased participation leads to increased frustration and disillusionment'. (Alexander 1975: 47). Adult educators were to involve traditional non-participants and disadvantaged groups through out-reach and community development approaches and create learning programmes based on the learning and growth needs of individuals and groups in thecommunity with the assistance of youth and community workers. There was to be a move away from conventional, didactic, building and teacher based approaches to learning to more student centred and issuedbased approaches. The youth and community service was to be influenced by work of a more intellectual kind. Adult educators were to move away from the heavy bias in their programmes on physical, practical skills and hobby-based activities and include more programmes related to social change, social issues and intellectual development. The Alexander Report saw community development as:-

> "The process by which those who live in a community (defined in either geographical or social terms) are helped or encouraged to act together in tackling the problems which affect their lives has come to be called community development. Implicit in this process is the assumption that having been helped to solve one problem those involved will be sufficiently motivated and will have acquired sufficient skills to tackle other problems".
> (Alexander 1975: 31).

While fully recognising the limitations of conventional adult education there are a number of difficulties to be taken into account by adult educators who adopt community development approaches which were not examined in the Alexander Report. These may be briefly outlined as follows:-

1. The concept of 'community' is an inexact one. It may refer to a 'neighbourhood', a city, a small village, a nation, a professional or work based community, a community based on an issue or economic and a political interest, an international community, communities of common deprivation or affluence etc.

   > "A central feature of the concept of 'community' is that it used to avoid the discomfort of being understood exactly"
   > (Jackson 1980: 39).

2. People's interests and relationships are determined not only through living in the same neighbourhood but through their social and economic positions which are largely determined by forces external to the local community.

3. There is an underlying assumption and ideology held by many community workers that members of the local community and other communities have a basic consensus of interests. This may not be so and may tend to obscure analyses which reveal competing interests in society.

4. The major problem for adult educators in adopting the frequently accepted geographic neighbourhood approach of 'community development' is that it often concentrates on local diagnoses of social, economic and personal problems which are fundamentally caused by external pressures which community development workers cannot control. They are therefore frequently concerned with treating local symptoms of deprivation rather than learning about the causes of deprivation and powerlessness. It is clearly unforgiveable to suggest to people that they can solve their own problems and be self-reliant through local participatory activity when the most fundamental problems are externally caused. In fact the more effective such community development approaches are the more obscure fundamental social problems may become. Clearly if adult educators adopt such approaches in their programmes there will be a tendency for curricula to become diluted and to reinforce people's lack of social and political influence and control over their own lives rather than enhance it. Effective democratic participation requires among other things an understanding of the causation of poverty and deprivation and this implies rigorous and systematic learning not a second rate local curriculum based on 'relevance' to the assumed abilities of a deprived 'sub-culture'.

5. Community development workers themselves in the Home Office Community Development Projects in U.K. have reached similar conclusions:-

> "problems of multi-deprivation have to be redefined and reinterpreted in terms of structural constraints rather than psychological motivation, external rather than internal factors. The project teams are increasingly clear that the symptoms of disadvantage in the twelve areas cannot be explained adequately by any abnormal preponderance of individuals or families whose behaviour could be defined as 'pathological'." (C.D.P. 1973: 8).

6. If the causes of poverty and deprivation are not solely to be found in the characteristics and inaequacies of the local population or in the concept of a 'deficit culture' which in a 'cycle of deprivation' passes on social inadequacy from generation to generation, adult and community educators have to move to a position in which their programmes include not only analyses of what can be done about local deprivation but of why it occurs. For an educator this is the essential task. It is not sufficient to provide access to practical skills; to recreative pursuits which may counteract the dehumanising effects of deprivation; to information about welfare rights; and to sources of help and advice. The educational task is to develop a social consciousness in which men and women are better able to locate themselves in society, to learn about the economic, historical and political factors which help place them there and about the fundamental issues which affect their lives. If such a curriculum is valuable for some then it is valuable for everybody and is not to be confused with educational or academic 'elitism'. This educational task transcends and supersedes the treatment of parochial symptoms and moves from the reinforcement of educational disadvantage to programmes which assist people to actively participate in a democratic society with genuine understanding and effectiveness. People suffer not only from material deprivation but also from the lack of appropriate opportunities to develop and create their own understanding. Unless community educators can help provide effective access to such work they cannot be said to have developed a balanced and linked programme of cultural, social, recreative and cognitive education. Community care, welfare and the provision of comfort are of importance but should not obscure educational objectives which may and should involve cognitive development requiring difficult learning and hard work.

But having said that and taking into account the problems and warnings involved, there is no necessary conflict between community based education and the growth of wider and deeper social consciousness which transcends changes of 'ghettoism' and 'parochialism' and the fostering of some kind of romantic sense of community. If local problems are externally caused then beginning

> with immediate issues such as housing and unemployment should lead to consideration and analysis of both local and central causes and the inter-relationships between various types of communities. In adopting a community or locally based approach the educator may be better placed, provided the worker maintains educational objectives and is capable of developing appropriate curricula and methods, to provide effective access to appropriate learning than by continuing with more traditional adult and informal further education approaches.

Adult education was to be developed as a recognisable element in a community education service and youth and community workers were to be the committed allies of adult educators in a collaborative framework of outreach work, community development and education. It is clear from the report that recognisable specialisms in adult education and youth and community work were to remain within the cooperative structure of a community education service and that a totally generic organisational and professional integration was not intended. It was recommended that 200 full-time trained adult educators were to be appointed between 1975 and 1982 to staff adult education and community centres, to promote, coordinate and administer adult education together with the provision of training for part-time workers. Community centre managers and youth and community workers would have a partial commitment to adult education through their direct contact with the public in which they would play a major part in stimulating interest, ascertaining needs and assisting in the development of broad-based programmes of activities and learning.

Adult Education and Community Centres were to be "used wherever possible for adult education purposes" (Alexander 1975: 77). It was recognised that such centres would have a particular advantage in attracting adults who were alienated by more formal education settings. The Report was also clear that there was no justification for local authorities to continue the artificial division between crafts, domestic arts and physical activities and work of a more cognitive and intellectual kind. In Scotland this is of particular importance as local authorities have the sole statutory responsibility for provision of adult education so that there is no justification for leaving more cognitive areas to the Universities or the WEA. Local authorities then have a responsibility to provide a full and linked range of cultural, issue-based, recreational and cognitive education. The Report was clear that:-

> "if adult education in Scotland is to expand and develop to the extent we envisage, education authorities will require to employ considerably more full-time staff trained for and experienced in adult education." (Alexander 1975: 60).

Part-time staff are of course vital to work in adult education but there is no doubt that full-time professionals are essential in terms of the development of a balanced and innovative range of provision and that this requires a commitment to a local authority career structure for adult educators.

Between 1975 and 1979 in Scotland the number of full-time professional staff in Regional Community Education Departments increased from 560 to 785 but the 200 full-time adult educators have not been appointed. In Fife there are now 3 in Informal Further Education (in 1975 there were 5) with only 5 part-time workers in Adult Basic Education, which now does not come within the remit of C.E.R.S., but of the F.E. sector. In Tayside there are 3 full-time A.B.E. workers in mainstream regionally funded A.B.E. provision employed in the A.B.E. wing of the Community Education Service. In Central there are 7 full-time Adult Basic Education workers and these come administratively under the F.E. sector and not under either I.F.E. or Y.C. In the three regions there is then a total of 13 full-time professional workers specifically engaged in Informal Further and Adult Basic Education. Only 3 are specifically in Informal Further Education and all of these are in Fife. There are 101 full-time Community Education and Youth and Community workers. Clearly part-time organisers and teachers are of major importance to adult education but the small number of specialist full-time staff is insufficient for the creation of a developmental and linked structure of educational opportunities for adults varying from 'social education' and confidence raising group work to effective access to intermediate and advanced, credit and non-credit, educational programmes based on social issues, leisure, the arts and academic disciplines.

The latest available figures for enrolments 1976-81 in traditional informal adult education courses in Scotland reveal an overall decline of 43% (Horobin 1983: 5-10) and the local government courses have been largely responsible for the general decline.

> "Over the period under review Regional enrolments have declined by 48% while the University enrolments have declined by only 9%. WEA enrolments have declined by 38% and the Central Institution enrolments have increased by 13% but their totals are so small they have little effect on the overall picture." (Horobin 1983: 5).

In terms of numbers the decline in enrolments in local authority courses has been from approximately 210,000 in 1975/76 to approximately 110,000 in 1980/81.

In relation to subject area and the view of the Alexander Report that local authorities should not leave the more cognitive areas to the Universities and the WEA who between them account for only approximately 25,000 enrolments per annum (although there is evidence that University enrolments may be significantly underestimated in SED figures). Horobin's (1983) figures show the following:-

(a) in local authority courses there has been an increase in physical activities from 33.5% to 43.8% on 1980/81;

(b) practical subjects have declined from 49.1% to 27.2% but this leaves a total of 71% of local authority education provision being in the area of physical activity and practical subjects;

(c) there has been an increase in Arts activity from 7.6% to 14.4% but the Science and Social Studies total only 3.8% between them.

There has then not been a movement towards a more balanced local authority curriculum in terms of an increase in more cognitive areas but a long-term shift towards physical activities which together with practical subjects form the overwhelmingly dominant pattern. Apart from increases in fees which have been a factor in declining enrolments community educators tend not to see informal further education classes as a major constituent of their work and try to develop other types of opportunities which are seen as more appropriate or as more suited to their own skills, training and orientation. These are analysed in the chapter on Community Centres and will be referred to in the conclusion to this chapter.

Informal Further Education in Fife

Introduction

The background to developments in Informal Further Education in Fife are contained in Chapter 2. The Connelly Report (1964) had emphasised the importance of 'education for leisure' although there is evidence of a strand of influence for an increase in the amount of more cognitive adult education to balance the dominance of 'practical', hobby and physically based activities. As a result of the Connelly Report, beginning in 1965, Fife appointed a senior organiser in F.E., to the Director of Education's staff and 4 full-time tutor organisers based in Technical Colleges (the Connelly Report had recommended 5 tutor organisers but the fifth was never appointed). It was at first thought that these tutors would in some ways be similar to University Extra-Mural Tutors but appointed by the local authority. Similar in the sense that while they would have the broad remit of developing educational programmes for leisure from the 'practical' to the more 'academic' they would have a particular responsibility to develop more cognitive aspects of the programme and make their own direct specialist teaching contributions. But the Connelly Report made it clear that while the tutor organisers should have good academic qualifications they should also be able to both present their 'subjects' in appropriate ways in adult groups and develop contacts with members of the public in the factory and on the doorstep. It is interesting to note that the first tutor to be appointed was a University graduate and had been involved "in the field of informal community work with groups of adults rather than in tutoring or lecturing." (Robertson 1966: 19). They were then expected to have 'outreach' functions in the community in relation to the development of a broad educational programme for adults. All were University graduates and trained teachers.

In one of the very few areas of Scotland in which specialist full-time adult educators were appointed, supported by a system of part-time principals based largely in schools, cooperation with the WEA and the Universities of St. Andrews and Edinburgh, a structure and range of provision was created which could be described as developmental. Until the mid-70's the range of provision, while it was largely 'for leisure', in non-vocational and in 'practical subjects', included:-

(a) vocational and academic programmes in school examination subjects;

(b) innovative work in, for example, literacy, well before the much publicised Literacy Campaign of the mid-70's; initiatives in preparation for retirement courses in the late 60's; also in the late 60's programmes in industrial relations, courses for shop-stewards and supervisors and non-vocational classes both in plant and in colleges for workers; courses in coin metrication; playgroup training; non-vocational programmes for the mentally and physically handicapped and long term hospital patients; English courses for foreign workers and immigrants; educational work with the deaf;

(c) more reflective and cognitive non-credit 'adult education' courses.

The programme may be described as developmental in that in one recognisable, if embryonic, structure a participant could take advantage of non-vocational leisure programmes, vocational and academic examination programmes; what might be described in present day terms as adult basic education; more reflective and cognitive non-credit programmes of the traditional 'liberal' type; and programmes described in the Alexander Report as being for 'disadvantaged' groups. The Universities and WEA cooperated with the local authority which largely funded their programmes as a coordinated part of adult education provision. The possibility of movement upwards and outwards in educational terms was present in a recognisable structure of opportunities. The local authority was taking its statutory responsibilities for the development of an adult education programme seriously.

Having said this, much of the work may be criticised in terms of its fairly conventional subject, teacher and building based approach; its failure to attract larger numbers of traditional non-participants and the lack of issue-based programmes. Decisions on the nature of the programmes were taken largely by the professionals relying on their experience and knowledge of the community and may be criticised for an over reliance on a 'supermarket' or 'set them up and see' approach which did not take into account latent demand. The school and technical college based part-time principlas, while often knowing their areas well and able as school teachers to provide and control facilities, were and are largely untrained for their work in adult education and do not usually depart from conventional programmes. Innovatory programmes and work were not pushed through and sustained as they might have been due to the lack of financial and appropriate human resources and to the commitment to 'mainstream' leisure provision.

Organisation, Staffing and Policy

In 1979 Informal Further Education was administratively integrated into Community Education and Recreation Services which is a part of the Regional Education Department and reports to a sub-committee of that Department. The integration is at present administrative in the sense that the CERS is made up of sectors in the Youth and Community Service, the Arts, the Ranger Service, Recreation and Leisure Centres, Community Education and Recreation Centres and Informal Further Education. The structure is laid out in Chapter 4. This structure and resulting programmes may be seen as a test in the field of the Alexander Report's recommendations in that IFE remains as a recognisable element in a cooperative structure in which specialisms in youth and community work, the arts, recreation and leisure and other fields remain. The structure and programmes may also be seen as a test of the potentialities involved in linking leisure and recreation to youth and community work and informal further education. While the stated intention is one of integration, and is reflected in in-service training, this may be seen in terms of mutual understanding and collaboration between professionals whose differing approaches, skills and functions are valuable in terms of the delivery of an effective service. The approach is based on specialist and cooperative units rather than on locally based integrated teams made up of generic workers and/or workers with different specialisms. In addition the Principal Assistant, Continuing Education in overall charge of I.F.E. and the Youth and Community Service was previously the regional organiser of I.F.E. He recognises the importance and potential of issue-based, group and social education functions of the Youth and Community sector and their functions as allies (as 'the eyes and ears') of the I.F.E. workers in terms of developing a more issue-based curriculum, involving disadvantaged groups and placing the I.F.E. workers in closer contact with groups andindividuals in the various communities.

The stated general policy objectives for the C.E.R.S. in Fife involve the promotion of learning as a lifelong activity, enabling people to acquire new knowledge and skills with special opportunities for the disadvantaged, response to community needs, assisting communities to meet the challenges of change and the achievement of effective coordination and cooperation in the realisation of aims and objectives.

The more particular objectives of the I.F.E. sector involve the promotion of a varied provision of learning opportunities as required by individuals and groups, the development of a programme which reflects the needs of the whole community including 'disadvantaged' groups and the development of liaison and cooperation with all other sectors of the Service. The objectives of the Youth and Community Service include the involvement of local communities and community groups in the process of continuing education. The move towards cooperation and the inter-relationships between stated objectives appear conducive to the creation of balanced range of activities and learning in which individuals and groups may develop their potentialities with I.F.E., in close collaboration with the Youth and Community Service, making its contribution in terms of systematic learning based on identified needs and issues and the involvement of traditional non-participants.

But the number of I.F.E. workers has been reduced to 3 - a regional organiser with two field assistants - one for East Fife and the other forWest Fife. It may be of significance that the three full-time members of I.F.E. staff are now entitled 'organisers' and not 'tutor organisers'. While previously they were expected to teach and still do, there is a feeling that they now tend to be seen primarily as organisers rather than educators. This could be of real importance to the nature of future appointments and the orientation of the I.F.E. sector. They do retain approximately 80 part-time centre heads and 462 part-time teachers. But innovative programmes depend largely on the quality and quantity of full-time professionals. It cannot be said, with the reduction in staff, that Fife has created a secure career structure for full-time adult educators seen as a functional element of a community education service. It is a very small unit when compared with other sectors of the service in terms of full-time professional staff. The Youth and Community Service has a regional organiser and two assistant regional organisers but these are backed up by 5 area team-leaders and 34 trained workers - a total of 42 professional workers and these are in turn supported by approximately 233 part-time leaders. The Sports Centres in Fife have 14 full-time professional workers and 41 part-time instructors employed in the three Sports Centres. I.F.E. expenditure in 1979/80 was £169,239 representing 6.8% of the total C.E.R.S. expenditure 27.7% of which was recovered in income.

Since 1976 full-time staff on the Youth and Community Service has also been cut but there is no doubt that if I.F.E. is to develop a sustained, innovative and community based programme involving more traditional non-participants that more full-time field workers are required. Although there are genuine intentions in terms of cooperation between I.F.E. and Y&C workers as educational allies there is as yet little evidence of effective and functional cooperation although there are signs of its development. Some youth and community workers request and run I.F.E. classes in their centres but these are few and largely of the traditional arts, crafts and recreational type. The same applies to community education and leisure and recreation centres. The links between social and community issues and between a participatory democracy and systematic learning cannot be said to have been forged. The administrative alliance of education and youth and community has not resulted in a major reallocation of educational resources to 'disadvantaged' groups. The evidence from our interviews indicates a degree of developing goodwill but the informal further educators and youth and community workers tend still to see themselves as separate professions. I.F.E. continues to be based primarily in schoolsand technical colleges and the part-time centre heads while performing their work efficiently have not developed outreach functions and it is in this area that more full-time adult educators are required. One possibility that has been considered is the reduction of the number of part-time centre heads which might allow for the creation of additional full-time posts. It is still rare for I.F.E. workers to ask for facilities in youth and community or leisure and recreation centres. Although, again, there are signs of development in this area of cooperation.

In sum, despite administrative integration and stated objectives, weekly Management Team Meetings between the Director, the Principal Assistant, Continuing Education and the Senior Assistant, Recreation; bi-monthly Policy Team Meetings consisting of the three above and the Regional Heads of the other sectors of the Service; and a constructive programme of in-service training emphasising the importance of linkage and cooperation between sectors if maximum potential is to be reached, the differing historical and professional traditions in the Youth and Community Service, I.F.E. and Recreation and Leisure still predominate practice. The present arrangements have only had four years in which to work and cooperation is developing but the difficulties encountered expose basic problems unexamined in Alexander whose organisational recommendations have been carried out more fully in Fife than in the other two regions.

I.F.E. Programme in Fife

The programme is worked out between the 3 tutors and the 80 part-time principals. There is a high degree of autonomy and the management style is informal. There has however been no fundamental change in the nature and purposes of the mainstream programme since 1975/76 although certain subjects such as dressmaking and floral art go through periods of expansion and decline. There has also been a shift towards the more physical and recreational activities. The programmes remain largely 'for leisure' and no major policy initiatives have been taken in terms of the nature of the mainstream programme. Part-time principals consider that much of the programme serves largely social and recreational purposes although what are still termed 'Adult Education' classes of the more intellectual traditional 'liberal' type remain an element.

The major and perhaps fundamental programme changes since 1975 in terms of the development of I.F.E. in Fife reflect the unhelpful divisiveness of vocational and non-vocational catogrisations in adult education. Vocational and academic programmes in school examination subjects and innovatory work developed by I.F.E. tutors in literacy, prep ration or retirement, industrial relation courses, English as a foreign language courses and educational programmes for the deaf have been taken over by the F.F. Colleges. A special regional unit has been developed for MSC work with youth and adult unemployed. On the one hand it is argued that I.F.E. does not have the full-time staff to cope with demand in these areas once they had been pioneered; that the innovatory programmes, as they grew, gradually became more 'formal' and 'certificate' oriented; that I.F.E. does not have the facilities to cope with developments in these fields; and that after all I.F.E. was established to develop work in non-vocational and 'for leisure' areas. On the other hand the creation of a clear and linked developmental structure of educational opportunities in which it is possible for people to move flexibly may not have been assisted by the changes. I.F.E. staff still, and quite rightly, deal with enquiries concerning examination subjects as many people think that this area is still a part of their remit. It is felt that there has been a loss of status involved in the changes and perhaps more important the changes are seen as a form of dilution of the curriculum offered to the general public. In relation to many of the areas of work taken over from I.F.E. it is considered that they were previously more geographically and educationally accessible to people when put on as a normal part of I.F.E. provision in schools and other centres than when put on in geographically and educationally more remote F.E. Colleges.

Clearly the F.E. Colleges have an essential part to play in teaching and providing facilities for vocational and academic examination subjects as part of a linked structure but there appears to be no good reason, from the participants and 'potential participants' point of view, why such subjects should not be available through the I.F.E. programme which is spread throughout the region and provides more effective access.

Issue-based educational work developed jointly with Youth and Community Workers is not yet a significant feature of the programme.

While the Youth and Community Department assist with publicity and run a small number of classes with part-time teachers using the I.F.E. budget it does not play a significant role in decision-making on the programme as a whole or in innovation.

There are no management committees and no formal processes of consultation with participants or non-participants on the nature and make-up of the programmes. No research has been carried out in the field attempting to identify latent demand and there is little outreach work. Part-time principals and full-time staff rely on their experience, knowledge of the area and informal contacts with participants.

The prime objective of full-time professional staff is to provide a broad programme of I.F.E. covering anything that the public express a demand for and not what professional staff think the public needs. Staff do not wish to be involved in what they consider to be 'social engineering'. As far as possible a broad spectrum of subjects is offered and it is felt that no subject has been refused where sufficient interest is shown. The second objective is to provide programmes and opportunities for disadvantaged groups and provision is made to clubs, dramatic societies and the historically famous Fife Bands. No charge for classes was made in 1982-83 for registered unemployed and handicapped persons, there is a reduced fee of £1.50 for full-time students, the retired, single parents and under-18s.

Most classes commencing in autumn are 16 weeks, 8 weeks in autumn and 8 weeks in spring. The summer term courses are usually of 8 weeks duration. Fees in 1982-83 were £7 for eight meetings (£12 for husband and wife) and £12 for two or more periods of 8 meetings in the same term (£14 for husband and wife).

In putting on as broad a programme as possible a 'supermarket' approach is used and accepted as appropriate. An A to Z offering of subjects is usually made so that an 'adult education' course on Zoology would come next to Yoga and Russian next to Swimming. There is then no separation of subject area indicating that one subject is 'better' or 'superior' to another and this, it is felt, encourages participants to move between subject areas. But a close look at the 1982-83 advertising for West Fife does show that the 'adult education' classes do not quite fit this pattern and are given a degree of prominence. There is no differentiation in user fees between subject areas although tutors in 'adult education' classes receive a higher fee.

An open, 'democratic' and classless approach is adopted. It is the impression of professionals that there is a good mix of class backgrounds among participants but it is also their impression that there is a middle-class majority of participants, that 70% are women, with higher proportions in deprived areas, and that the majority are in the older age-groups.

The IFE Unit was still in a position in 1982-83 to offer 875 classes which enrolled 17,713 participants in a region which has a population of approximately 300,000[1] in spite of a background of seven years of financial cut-backs and fee increases. In West Fife alone in 1974 the student roll reached 13,681 with 654 classes and it is estimated that in that year the % of the adult population participation in Fife was between 9 and 10%. Between 1976 and 1981 the figure was reduced to approximately 6%. The following table broadly indicates the comparative regional participation rates in 1978-79.

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1. The over 16 population is 260,000

PERCENTAGE OF POPULATION, AGED 16 AND OVER IN NON-VOCATIONAL FURTHER EDUCATION

	1978/79		
	Men	Women	Both
Borders	1.2	3.9	2.6
Central	0.9	2.4	1.7
Dumfries and Galloway	2.6	6.7	4.7
Fife	4.0	8.4	6.3
Grampian	1.2	3.3	2.3
Highland	1.3	2.8	2.1
Lothian	3.3	5.2	4.3
Strathclyde	1.8	4.8	3.4
Tayside	3.9	7.1	5.6
Orkney	0.7	2.1	1.4
Shetland	3.3	6.5	4.9
Western Isles	1.5	2.8	2.1
SCOTLAND	2.2	5.0	3.7

In Fife the 6.3% in the table represents 16,260 participants (SED 1981: 7).

Approximately six people aged 16 and over in every hundred participated in Fife and Tayside in 1978/79 and these were the highest participation rates in Scotland. In Central there were fewer than 2 in every hundred.

One factor in the reduction in participation in Fife was considered to be the increase in fees which in 1974 were £1.25 for any number of courses and are now £7 per 8 sessions although these, as noted above, are waived or reduced for the unemployed, retired and handicapped. There are also reduced fees for husbands and wives who attend classes together. But Fife has maintained a significant commitment to a publicly funded programme of Informal Further Education and there have, over the last two years, been significant increases in participation and the number of classes offered as shown in the following figures taken from Informal Further Education Annual Reports 1980-81 and 1982-83 (Fife Regional Council, Education Committee 1981 and 1983).

NUMBER OF CLASSES

	Adult Education*	Non-Vocational	Total
1979-80	47	697	744
1980-81	49	637	686
1981-82	64	709	733
1982-83	70	805	875

* University Extra-Mural Type

STUDENT NUMBERS

	Male	Female	Total
1979-80	4999	9947	14946
1980-81	4367	9688	14055
1981-82	4695	10552	15247
1982-83	5953	11760	17713

There has been an increase in enrolment of 16.2% in 1982-83 and this follows a rise of 11% in 1981-82.

Average attendance of 20 is a small increase over the 1981-82 figure of 19, and the % enrolment of men has increased to 33.6% over the 30.8% in 1981-82. Minimum enrolment is 15 in urban areas and 12 in rural areas.

The 1982/3 enrolment figures are broken down as follows:

Standard enrolment	55%	Single parent	1.5%
Family	8%	Unemployed	3.5%
Under 18	4.5%	Handicapped (excluding special programmes)	1.1%
Retired Persons	15%		
Full-time students	2%	Club Classes	6.0%
		By Appointment	1.3%

These figures are regarded by staff with a degree of justifiable satisfaction as they have been achieved against a background of increasing costs in terms of part-time salaries, heating/lighting etc. and of increases in fees. The % population aged over sixteen participating in Fife has returned to more than 6% which is high in Scotland and when compared to Central and Tayside.

A summer term programme is now a usual part of Regional provision and in April September 1982, 208 classes of mostly 8 meetings were attended by 3,817 participants which represented 22% of the total. The overall increase is attributed by staff to a wide range of subject choice, venue and format. The increase to 70 of the more cognitive and reflective type of class is regarded with much satisfaction. The courses in, for example, Local History, Psychology, Astronomy, Geology and Geography remain a minority interest, but a gradual decline now seems to have been reversed. Courses involving a series of different topics have proved unsuccessful. The increase in venues may be attributed to the administrative integration of the CERS which has led to some use of community centres and recreation centres for IFE funded classes. IFE has no purpose built facilities of its own and there is a requirement for more day-time facilities for classes. IFE staff have encouraged a number of different formats for participation which are detailed below.

The three full-time members of staff each have particular organisational and teaching responsibilities in the programme, as follows:-

Organiser, Fife: Pre and post-retirement provision with the F.E. Colleges in an advisory and teaching capacity. Regional courses such as the holiday and weekend programmes.

Teaching areas: Geology, environmental studies, transport, geography, modern studies, retirement education.

Assistant Organiser, West Fife: Women's education, handicapped groups.

Teaching areas: Cartography, geography, modern studies and current affairs, problems of the handicapped.

Assistant Organiser, East Fife: Handicapped (including the housebound), youth activities and outreach.

Teaching areas: Environmental Studies, industrial history, railways, development and history.

The programme is divided into what is termed The Basic Provision, Provision for Special Groups and Weekend and Informal Holiday Courses.

Basic Provision

There has been an upsurge in interest in recreational and physical activities and a reduction in interests in practical skills.

In 1982-83 the 875 classes (113 met in day-time) are categorised as follows:-

Recreational/Keep Fit	257
Arts and Crafts	93
Dressmaking and Tailoring	89
Cookery	28
Languages	37
Motor Vehicle Maintenance	19

In the larger centres some classes are graded introductory, general and advanced and staff would like to see more of these develop as they often lead to an interest in vocational and examination courses with City and Guilds, R.S.A. and the Open University. It is not usually possible to do this in the smaller rural centres where only a few classes take place. The larger centres are able to provide a wider spread and choice of programmes but it is considered essential to maintain the small rural programmes.

In addition to the usual class format in the Basic Provision more flexible arrangements have been developed to cater for particular needs and to ease the effects of financial constraints.

(a) Classes by Appointment

Participants have an element of individual tuition as well as the opportunity for group study which allows them to study at their own pace and pursue University subjects. Participants pay a higher fee of £8 which enables the group to operate with less than the 15 minimum prescribed for an ordinary class. The arrangement is intended to cater for minority interests and enables the tutor to deal flexibly with different levels of interest. Languages are the usual subjects and in 1983 included French, Gaelic, German, Italian and Russian. In addition there were classes in Golf, Micro-computers and preparation for the Open University.

(b) Experimental Groups

In this format participants largely plan and organise their own programme of activities with some assistance from a tutor. They meet at any time or place they wish. The tutor keeps a record and the group pays the normal fee. The Organiser advertises the group and provides information but the groups have their own Secretary. Fifteen student organised groups with a total of 319 members met during 1982-83 (compared with 7 groups in 1980-81) and subjects included Archaeology, Beauty Care, Bird Biology, Contemporary Dance, Electronics, Women's Studies, Literature, Geology and Textile Crafts.

(c) Self-Programming Groups

These have been developed largely in the areas of P.E. and woodwork. Whereas experimental group topics are often on the more academic side and usually go out of the centre, the self-programming group is a variety of the ordinary class developed to save money where accommodation and facilities are available but money for more tutors is not. There are up to 40 students who largely programme their own work with one tutor to assist. The format failed for dressmaking as more individual supervision was needed but it has worked in P.E. and woodwork. In 1982-83 19 recreational and craft groups were formed with a membership of 180 in 1980/81.

(d) Short Courses

These are designed for particular topics of interest and may be of 1, 2, 3 or 4 meetings. In 1982-83 the courses included Word Processing (47 members). Discovering Local Hisory (50 retired men). Hill of Tarvit Study (34 members). In past years topics have included Sex Discrimination, Condensation in the Home and 'Coal: Past, Present and Future'.

(e) Club Classes

There may be 30-40 in a club class and a single fee is paid for the activity and the tutor for 16 weeks. A number of the groups operate independently for part of the year. The arrangement is helpful for those who cannot attend regularly. Club classes are organised for groups which may become organised and independent at a later date or for existing clubs. Subject areas and activities in 1982-83 included Art, Basketball, Badminton, Running, Dancing, Drama, First Aid, Football, Health and Hygiene, Netball and Sub-Aqua. Club classes are also arranged for Bands, Choral Societies and Presbyteries. In 1982-83 28 Band classes were formed. As noted above, club class enrolment forms 6% of the total.

Computer Courses

An innovation in 1982-83 in response to the growth in the use of computers has been a regionally organised provision of 16 hour "Hands On" micro-computer courses in the Technical College, the University of St. Andrews and a number of schools. Participation in these courses may lead to more advanced courses in the Colleges. There have also been courses especially for parents and short courses in 'computer appreciation'.

20 classes were formed with an enrolment of 324.

The range of formats and subjects in thebasic provision do demonstrate a flexible and innovatory approach and show the importance of having full-time professionals in adult education who are able to develop sometimes ingenious means of maintaining a broad range of provision in a financially difficult situation.

Provision for Special Groups

This area of provision has been developed for those considered to be in 'social need'. Full-time members of staff continue to assist the F.E. Colleges and St. Andrew's University with pre-retirement courses and are heavily involved in courses for enjoying retirement with retired groups. The team have experience of this work dating back to the late sixties. Enjoying retirement courses in the IFE programme and for independent groups are provided and more than 600 took part in these activities. The CERS has established a Working Party to study educational provision for older people and it is expected that IFE will be heavily involved in this aspect of development.

A major area of provision is long stay hospital patients and for the physically and mentally handicapped. 54 classes were formed in 1982-83 at Lynebank Hospital and over 500 patients participated. Disabled people attended 6 centre based classes and more than 150 disabled people joined the mainstream IFE programme. Provision is also made for the housebound. It is intended to further develop work with these groups.

There have been attempts to involve the young unemployed who are not taking part in post-compulsory education. In the past these have taken the form of, for example, courses on the football and disco industries, and pop groups which, it is recognised by staff, may form a basis of serious study and systematic learning. But it cannot be said that work in this area was sustained on a continuous and developmental basis. In 1982-83 800 unemployed persons enrolled in the mainstream programmes, and in addition three 'Coping with Unemployment' groups met - ages ranged between 17 and 58 years. IFE classes were offered specifically for the young unemployed in, for example, practical electronics, art, creative writing and woodwork but these were only moderately successful. It is considered that there needs to be an expansion of practical subjects during the day and it is planned to do this as a part of IFE cooperation with the YTS.

On the face of it education for the young unemployed is one area of major importance where the differing traditions and expertise in adult education and youth work could be combined in a creative way to develop systematic learning with young people. It would be regrettable if remaining inter-professional differences obstructed the creation of a genuinely educational and developmental programme for young unemployed people. Evidence from our studies of work in community centres show that there is often little valuable educational work being done in unemployed clubs and groups. Much of the activity is defined by participants as a means of passing time. The Fife organisational structure and policy does provide encouragement for joint work between IFE and Youth and Community Workers but there is a shortage of action and good practice in educational programmes for young unemployed people who in some areas constitute over 50% of the 16-19 age groups. Our evidence shows that F.E. College programmes have often been ill-suited to the needs of many of these young people. It should in our view be emphasised that developments in this area need not only be in the practical skills, recreational, 'for leisure' and training areas but should include more cognitive and developmental educational work and this requires teachers of high quality.

Education for women could form another priority area for development and some joint work with Youth and Community Workers has begun.

Weekend and Informed Holiday Courses

These Courses are self-financing and participation is increasing.

14 weekend courses with a total enrolment of 561 were held in 1982-83 and included English Cities, Durham by Rail, Music through the weekend: Tchaikovsky and Schubert, Midsummer on May Isle. Notes and study material are sent out prior to the course.

125 people took part in Informed Holidays which included Israel, the Isle of Wight and the Hampshire Basin, North and Central China and jointly with St. Andrew's University 'Going Scottish Railways'. Teaching takes place during the day and evening meetings.

Cooperation with other Agencies

There is active continuing cooperation with the University of St. Andrew's, Department of Adult Education and the WEA. 21 classes meet using University laboratory and other facilities, other classes have University lecturers as tutors. Contact with a number of other Universities and Colleges is also maintained. Retirement education is one aspect of cooperation. A network of contacts and mutual assistance is also maintained with many voluntary bodies.

Comment

There is in Fife a continuing major commitment to a 'for leisure' programme of adult education which is heavily biased towards Recreation and Physical Activities, and Practical Skills and Crafts. There is however an element of more cognitive work in the traditional University Extra-Mural type of class and a variety of different formats attempts to cater for minority interests and for more flexible venues and timing. The programme does show the high level of activity that can be achieved by just 3 full-time specialist adult educators with a reasonable budget for part-time tutors. The Connelly Report and its recommendations for the appointment of full-time tutor-organisers in a 'for leisure' programme is vindicated by the level of actitity - especially when contrasted to experience in Tayside and Central.

There is significant provision for retirement education and for the ill and physically and mentally handicapped. Education for unemployed groups has still to emerge in a sustained and effective form although 5.5% total enrolment are unemployed. There is very little issue based education and effective cooperation with Youth and Community is slow to develop despite the CERS administrative structure. There are few links now with credit, vocational and examination programmes which means that it is more difficult for participants to move between various educational opportunities in a clear and recognisable developmental structure of education.

Participation in the mainstream programme is still largely from middle-class groups. The major criterion for success is still largely 'numbers' and a 'supermarket' approach is openly adopted. Participation appears to be supply led although the programme does show that a large demand exists for education 'for leisure' and that participation would increase if funds were available. But there is no research into needs and interests and no effective way of ascertaining whether or not the programme meets the needs and interests of the public. Latent demand has not been explored except through the offering of a variety of subjects and opportunities for educational development into more advanced levels of learning and understanding are few. The development of educational programmes for both traditional non-participants and participants which involves systematic learning of genuine intellectual value in relation to social change and the development of a pluralistic and participatory democracy which supersedes 'for leisure' programmes and objectives has not occurred. The curriculum in this sense is not a balanced one and does not provide effective access to cognitive growth viewed in terms of both individual intellectual development and of the contribution analyses of social issues and needs may make to social change. Although the Fife organisational structure does resemble that recommended in Alexander, effective access to more cognitive developmental and advanced elements of local government provided adult education has not been created to a significant degree. The programme is largely recreational although it clearly does provide for the learning of practical and physical skills and some more cognitive work.

It is hoped to develop more work with the young unemployed, the retired and women. It is possible that effective work in these areas using outreach approaches will require an increase in full-time professional adult education staff as well as increased and effective cooperation with Youth and Community Workers. Financial resources and the small number of 3 full-time adult educators do create constraints on innovation and development.

Informal Further Education in Tayside

Tayside in 1975 operated what were considered to be three main elements of out-of-school education. Youth and Community Services serving all age groups from pre-school play groups to the retired in a full-time service. Evening institutions and Centres offering recreational classes mainly for adults in a part-time evening service. Adult Education of the more cognitive and reflective type was provided by the local authorities on an agency basis through the University of Dundee's Extra-Mural Department and the Workers ' Educational Association in a part-time evening service. Tayside interpreted the Alexander Report's recommendation concerning the incorporation of adult education as an aspect and element of community education to mean integration and integrated the three elements into a community education service. It was intended to develop a web of educational opportunities for individuals and social groups to promote understanding, tolerance, civic responsibility and opportunities to influence decisions affecting people's lives. This work was seen as essential for the health of democratic institutions and education was seen as a 'lifeling process'.

The only full-time worker in Informal Further Education was an advisor in Adult Education employed by Dundee City Council. The worker was responsible for the evening class programme and on local government reorganisation came into the Tayside Community Education Service. Unless Tayside had appointed more full-time adult educators as part of the new structure of the Community Education adult educators and youth and community workers clearly could not operate as allies. Adult educators were appointed in 1979 to form the Adult Basic Education wing and this is dealt with in Chapter VII.

The local authority evening class programme was, as in Fife, largely 'for leisure'. There was a well developed system of part-time principals and by 1978/79 enrolments in Tayside was 5.6% of the population aged over 16 of which 3.9% were men and 7.1% were women (SED 1981: 7). The 5.6% represented 17,270 participants.

The major change in the publicly subsidised programme was precipitated by the more than 200% increase in part-time teachers salaries between 1978 and 1980. It was not considered possible to increase the budget to allow the evening class programme to continue and it was agreed to adopt a policy in which general adult education and the evening class programme would become self-financed. The policy was in line with central government advice on non-vocational classes. Fees for non-vocational evening class programmes were based on the increased teachers' salaries, janitorial services, heating, lighting, administration, equipment etc.

The fees for the conventional non-vocational evening programme have risen from £5.50 in 1979 for a 10 week 2 hour class (Under 21 £2.75 and O.A.Ps. and Unemployed £1.10) to £20 in 1982 (Under 21 £10 and O.A.Ps. and Unemployed £5). This fee has increased to £24 in 1983. Travelling expenses for part-time teachers were also removed from the budget which even for committed volunteers is discouraging.

The traditional system of part-time principals and the local authority subsidised non-vocational evening class programme has collapsed.

Although the increase in fees precipitated the decline of non-vocational education there had been other important factors in the formation of policy. Firstly, recreational education or education 'for leisure' was not, in a difficult financial situation, considered to be of the highest priority and it was felt that if the programme was to run on a self-financing basis members of the community could develop a more participatory model of provision in which members of the public decided which classes and activities it was prepared to pay for. The evening class programme members and members of community centres might then average costs over a range of activities, raise funds if they wished and subsidise the costs of part-time teachers in agreed subject areas and activities. It was hoped then that self-financing in non-vocational education and in community centres would allow the quantity of provision to be maintained, increase community involvement in decision-making, and allow funds to go to the subsidisation of programmes for people in economic and social need and for work with the handicapped to continue.

The financial problem then also precipitated a further attempt to implement principles which are expressed by CEWs in terms of encouraging people to develop on their own, to provide for themselves, to develop self-reliance and self-help, to care for their own community and to contribute to the community. These may also be seen in terms of the principle of 'voluntarism'.

By 1980 it was recognised that CEWs while encouraging voluntary groups as a normal part of their work would not only provide advice but actively and directly engage in educational work with young people and adults to develop awareness of their potential to provide for themselves. It was also recognised that some activities could not become independent of a teacher. But the move to self-sufficiency and voluntarism, it was considered, could take place mainly with adults while subsidies to, for example, youth groups and disadvantaged groups remained essential until they were better able to cope for themselves. Vocational classes continued to be subsidised. In outdoor education it was considered that a form of subsidy was necessary if a situation in which opportunities were taken up only by those who could afford them were to be avoided. The general youth and community work was therefore largely sustained but self-programming and self-financing adult classes did not develop as had been hoped and there was a dramatic drop in the quantity of provision. The number of classes declined from 341 in December 1979 to 88 in March 1980 and the number of Centres from 59 to 17.

As a means of developing self-programming and self-financing groups in informal further education in 1980 CEWs were asked to assist members of the public to develop a variety of alternatives to subsidised provision of which Adult Education Associations have become the most prominent. CEWs assisted groups to carry out negotiations with education officials, head teachers, schools councils and other individuals and agencies from whom it was necessary to gain support and understanding. The Regional Education Committee agreed to assist their formation through free use of school premises for the first six months and payment of part-time secretaries for administrative work. CEWs also support the groups by helping with publicity, organising meetings. CEW support was necessary at first but most Associations now require the worker's help less and do much of the work themselves.

There are now 12 Adult Associations in Tayside and details of fees, membership and venues are contained in Appendix 1. The majority use educational premises. Approximately 168 classes are offered each term and the total membership is 4,930. Eight have part-time secretaries paid by the Region. Participation comes largely from the middle classes and the Associations have been formed mainly in areas where the evening class programme was strongly supported before*. There is little support for the programme in Dundee City although some have joined community centres where some self-financing provision is made through the House Management Committees.

The nature of the curriculum is largely unchanged being mostly in the area of practical skills, physical recreation with some language work. There is little in the more cognitive areas although Dundee University Extra-Mural Department does provide some classes as part of Adult Associations' programmes. No charge is now made to the University for educational premises which are already open. There is little or no issue-based educational work wither in the Adult Association or Community Centre programmes. Vocational classes continue to be organised by the CES outside Dundee. In Dundee they are centralised in the F.E. Colleges.

Comment

There has been a massive decline in the quantity of IFE in Tayside since 1978-79 and the programme is self-financing. In 1979 there were 17,270 subsidised participants in classes which were largely 'for leisure'. In 1983 there were 4,930 members of Adult Associations and the nature of the programme has remained largely unchanged and contains little issue-based and more cognitive work. The Adult Associations have not got off the ground in the inner-city housing estates of Dundee for example and it is not thought that many traditional non-participants are involved. People are encouraged to become members of community centres which may include IFE type classes amongst a range of other activities. Priority for funds has been given to youth and community work, disadvantaged groups and the CES has developed an Adult Basic Education wing which is partially funded through income from MSC. (see Chapter 7). It may be argued that the principles of self-help, self-financing participatory decision-making are suitable for traditional participants in IFE who demand a largely

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For a case-study of an Adult Education Association see McNeil, W. "Community Run Run Evening Classes in Perth": 35-40 Education in the Community, SED, H.M.S.O. Edinburgh 1983.

'for leisure' programme and that subsidy should go to more disadvantaged groups. But other than in elements of the ABE programme, issue-based, more systematic and cognitive learning have not been created as major essential and normal features of a developmental community education structure which aims to contribute to a participatory democracy. There is little issue-based work in the Community Centre's programme. Other than in elements of the work of the ABE unit which has not developed cooperation with the area CEW teams to a full extent, there is no cooperative alliance between youth and community workers and adult educators as full-time adult educators are not employed outwith the ABE unit and even here there may be difficulties in appointing trained adult educators in the future. It is admitted that Community Education workers while developing contacts and useful pre-educational work in, for example, confidence building do not usually have the approach or the skills to design and teach effective learning programmes for particular interest or disadvantaged groups. The web of learning opportunities in a developmental lifelong educational structure cannot be said to have been created. The ABE wing is at the limit of its small resources and effective access by the majority to continuing and systematic learning is not present. Voluntarism and self-financing and self-help in the community principles applied to the conventional but reduced IFE programme have not effectively reallocated educational resources to those deprived of them in the past except for participants in the ABE unit programmes.

It is likely that the Adult Associations will continue to be encouraged and assisted and that the programme will remain basically 'for leisure'. Innovation, improved practice and the involvement of traditional non-participants in systematic learning is more likely to develop from the new wave of practice in ABE than from the conventional IFE programme and the liberal adult education tradition. It appears that these were not considered to be suitable vehicles for the development of more cognitive and issue-based work with traditional non-participants. To have achieved such a change in the nature of the IFE programme would require the appointment of full-time skilled adult educators with outreach approaches to their work.

Informal Further Education in Central Region

Policy, Organisation and Staffing

Policy is to provide non-vocational classes in centres throughout the region and to provide assistance to groups in setting up their own non-vocational classes. The major problems in carrying out the policy are the economic cutbacks and the priority given by the Regional Council to protecting the interests of young people in primary and secondary school and of vocational Further Education. The non-obligatory sectors such as non-vocational further education have suffered more severely than other sectors although as seen in Chapter 7, there are significant developments in adult basic education with assistance from Urban Aid. The policy of providing NFE in centres throughout the region was dealt massive blow in 1976-77 when the 55 non-vocational centres, headed by part-time principals in schools and colleges, was cut to 14. Vocational centres were also cut from 14 to 3 (Falkirk College of Technology, Clackmannan College of Further Education and Wallis High School in Stirling) but this 'rationalisation' was one factor in an upturn in participation. But the cuts in non-vocational education were draconian and the maximum number of regionally funded classes in the now (1982-83) 16 centres is 5 or 6 two-hour classes per week over two sessions at 8 weeks per session. (The minimum number in the class is 15 but there is flexibility down to 12 and in some rural areas a little lower than that). However the continuing demand for non-vocational education was recognised to the extent that a scheme to assist self-supporting groups has been accepted. The groups are provided with free accommodation on educational premises provided these are open and no costs to the authority are involved. Part-time principals and youth and community workers may encourage, administer and put groups in touch with tutors. There are no minimum numbers for these groups, the only considerations being that the group has a tutor and that he or she is paid. Developments in self-supporting groups are considered healthy in the sense that it is felt that the 'community' is taking a self-reliant approach. It is clear however that the principles and practice involved in the provision of a publicly funded programme of adult education have been severely eroded.

Grants are made to the University of Stirling Extra-Mural programme and to the WEA which now has a full-time tutor-organiser in Central. There is also a letting scheme for regional educational premises administered by schools councils and for Youth and Community Centres administered by Centre Managers.

There are no full-time staff in non-vocational education in Central Region and there is at present no secure career structure for adult educators in local government. The non-vocational part-time principals are responsible to an Assistant Director of Education who, as well as non-vocational education, has responsibilities for the two F.E. Colleges, all vocational education, programmes for the unemployed, liaison between industry and education, adult literacy and adult basic education, careers education curriculum development, classics curriculum development and educational inputs into penal establishments. Another Assistant Director is responsible for the Youth and Community Service and this contrasts with the position in Fife where one Principal Assistant is responsible for both IFE and the Youth and Community Service. While there have been continuing suggestions for greater coordination and integrated patterns of Community Education in Central, beginning with the post-Alexander Regional Working Party (Central Regional Council, Education Committee, March 1976) it is felt that there is little life in these suggestions at present. However it is also felt that these areas are in the same Education Department and that there are close working relationships amongst the Directorate. The October 1982 Central Region Regional Report, Service Policy Guidelines recommends that:

> "Youth and community activities should be redirected towards areas of need, unemployment, young people and the 16-19 age group - As part of this a coordinated approach to youth and community, basic adult education and informal further education catering for education in the community is needed."
>
> (Central Region, October 1982: 6)

Certainly at field level in 1982 our evidence shows little effective contact between part-time principals in non-vocational education and Youth and Community Workers, Adult Basic Education and Literacy Staff or District Leisure and Recreation Workers.

The Non-Vocational Programme in Central

The programme attempts to respond to needs in the community as they are expressed and little account is taken of latent demand which contrasts with the community based and outreach approach adopted in Central's Adult Basic Education programme. There are now so few classes available that it is not possible to say that the region is catering in non-vocational education for the needs of, for example, the unemployed, the retired and women. As in Fife there are no established mechanisms of consultation to take into account the needs and interests of participants and non-participants. Informal contact with part-time principals is the only means of consultation that exists at present and it is admitted, with due respect to the knowledge and experience of the part-time principals who usually work full-time in the centres or school teachers or college lecturers, that this may not be very effective. He or she offers a menu of classes to the community and has no real way of knowing how far it meets interests and needs that may exist. This is also largely true of part-time principals in Fife but Fife does have the advantage of the knowledge and experience of three full-time workers.

The Central Region non-vocational programme for 1982-83 is included in Appendix II and is entitled "Leisure-time Classes'. Fees are £8 per 8 week session with students under 18, £6 and no charge being made to the retired or unemployed. Classes run for two terms in autumn and spring. There is no summer term programme. In 1982-83 there were approximately 85 classes financed through the regional budget and 61 self-supporting groups were planned including 17 run through the Youth and Community Service. In fact, final figures show that there were 95 self-supporting groups in 1982-83 as opposed to 78 in 1981-82. Enrolment in the regionally funded non-vocational programme was 2,263 in 1981-82 and 1,764 in 1982-83. In 1978 enrolment was 3,380 in the regionally funded programme.

The programme is largely perceived as being recreational and 'for leisure'. The regionally funded programme is heavily oriented to practical crafts (58%) and physical/recreational activities (20%). Only 4 classes could be described as falling into the more cognitive and reflective category. Of the 44 planned self-supporting groups assisted by part-time principals twenty are physical/recreational, thirteen are in practical crafts. Three might be placed in the more cognitive and reflective category. Of the 17 self-supporting groups assisted by the youth and community service none appear to be in the more cognitive and reflective category. There appears to be no issue-based educational work in the non-vocational programme.

Local government in Central Region cannot be said to have developed the more cognitive and issue-based aspects of adult education in its non-vocational programme as recommended in the Alexander Report and it appears that these categories continue, other than in the ABE programme, to be left to the WEA and the University.

The programme then is largely recreational, provides opportunities to learn practical and physical skills and provides some members of the public with the opportunity to meet others and have an evening out. The following is a short study of one centre.

A Non-Vocational Further Education Centre in Central

The Centre is based in a high school and stands at the most northerly point of the network of 16 Centres in Central Region, which still offer LEA funded non-vocational Adult Education classes. It was one of the handful of F.E. Centres to survive the mid-70s cuts in the Region mainly because of the size of its catchment area and the fact that no other Centres in the Region could fulful its functions. The catchment area extends in fact from Stirling to Killin, and from Gartmore to Doune: roughly a thousand square miles in total. Its nearest neighbours offering non-vocational F.E. facilities are in Stirling. At one time an attempt was made to run satellite classes in out-lying areas, for example, in Brig o' Turk and Strathеyre. However these are no longer viable in the present financial climate. One third of the students, according to the IFE Centre Head, do come from outside Callander, but their attendance clearly depends on their owning or finding means of transport and the weather. However some participants come as far as 15-20 miles regularly to get to classes at the Centre.

For administration purposes the part-time Centre Head is responsible to the Assistant Director for F.E. in the Region and the F.E. sub-committee of the Education Committee, but there is no need for regular contact between the Centre Head and the upper echelons of the Education Department. The only significant contact recently has been over the continuing limitations on the number of classes which can be offered by F.E. centres in the Region.

In terms of resources, the Centre Head can make use of any part of the school facilities, although classes mainly take place in the practical rooms, the language laboratories, the swimming pool, art and music rooms. There is a budget of £20 per class per year for equipment, although this is not necessarily spent each year by every class. The spinning class for example does not require funds to cover recurrent expenditure since all "consumable" materials are bought by the teacher and sold directly to the students, and this appears to be a convenient arrangement for all the parties concerned. However it was not clear that all the teachers were aware of this particular allocation and at least one would obviously have found it useful. Tutors are paid the standard £7.86 an hour for classes, although two from the Extra-Mural Department of Stirling University receive half their salaries from the University and half from the Region. The Centre is run on thebasis of one part-time Centre Head, and 10 tutors, including one swimming instructor who works with "youth and community" clubs, and the two Extra-Mural lecturers mentioned already. A pool attendant works 4 evening a week.

There is a flat rate of £8 for eight weeks of classes meeting for 2 hours on one evening each week. Students and under 21s pay a reduced fee however and free attendance is allowed to O.A.Ps. and unemployed people, this being regional policy. Swimming sessions run for only half the normal classtime and therefore participants pay a corresponding fee. One anomaly however is that the Extra-

Mural classes run in the Centre do so for 10 weeks rather than the 8 week span permitted of LEA classes. However the Centre Head performs the same functions in regard to these classes as he does for the others in the Centre: arranging premises, registration, fee collection.

As far as the Centre Head is concerned his operations are strictly limited by the Regional restrictions on class numbers and by the availability of teachers, tutors and instructors. He is permitted to run a maximum of five, two-hour classes for two sessions at 8 weeks a session. Classes can be split so that a group of participants or students might meet ten times in a session for an hour each time. However most classes run on the first (5-2-8) basis. He feels that the principal aim should be to meet the needs of the local community - and would like to be in a position to ask members of the community what they would like and then to put it on. Although he feels that the centre would reach saturation point with a maximum of 10 separate classes meeting on the same evening. Those which he feels to be most constructive are the ones which are "creatively active" (e.g. yoga, basket-weaving, cooking and discussion of local history). Given the opportunity, he would like to develop car maintenance and winter gardening. There is no particular mechanism by which subjects such as these are chosen for development. There is for example no user or advisory committee. In his view the users prefer not to have more control over the programme than they already possess, and, in any case, the Centre Head keeps in touch with the community and has a good idea of what is wanted. He sees his role primarily in facilitating terms. ("My role is not opposing anything at any time.")

There have not been many developments in the programme offered by the centre over the last three years. Self-supporting groups have been started in response to changes in Regional policy, but they have grown slowly. This is put down to the fact that enough is going on in the local community and that there is therefore a "natural ceiling" on the potential for development. Classes which have been included in the programme in previous years included flower arranging, weaving, hostess cookery and adult beginners' swimming classes. But the main determinant as to whether a class runs or not is the availability of a teacher. Thus, because a French teacher was available this year, "conversational French" has gone on the programme. (A copy of the programme for 1982-83 is attached, together with a list of self-supporting groups presently making use of the Centre's facilities.)

Two thirds of the students and participants are local people from Callander. One third come from further afield. There is a marked dominance of females (3:1) in

HIGH SCHOOL IFE CENTRE IN CENTRAL

Monday	Parent & Child Swimming		6 - 7
	Parent & Child "		7 - 8
	Pottery		7 - 9
	Spinning		7 - 9
	Stirling University EM - History		7.15 - 9.15 (1st Nov)
Tuesday	Woodwork		7 - 9
	Conversational French		7 - 9
	Youth & Community Swimming	Cubs Scouts UEM Scouts) 3 x 40 mins	7 - 9
Wednesday	Youth & Community Swimming	Brownies Brownies Guides) 3 x 40 mins	6 - 8
	'Sound of Music' [10 weeks]	Stirling EM	7.15 - 9.15
Thursday	Youth & Community Swimming	Doune YC Cal BB Doune BB	7 - 9

SELF-SUPPORTING GROUPS IN ADDITION TO IFE PROVISION

Monday	Junior Judo
	Operatic
	Drama Group
	Sub Aqua Group
	First Aid
Tuesday	Junior Football
	Badminton
Wednesday	Callander Swimming Club
	Table Tennis
Thursday	Badminton

in all classes. However the Extra-Mural classes have a smaller proportion of women than that found in other groups (c. 45-55%), though a majority of Extra-Mural class members are retired and from middle class backgrounds. As many as 50% return to the same classes several years (more than two at least) in a row. One lady was known to have been returning to a woodwork class for 5/6 years consecutively.

Comment

This Centre's work is typical of that to be found in many such centres in Scotland. The programme is essentially "craft" and physical activity"-based. It is recreationally oriented and any changes or developments, which would be severely constrained by Regional limitations in class numbers in any case, would follow well-established patterns. There is some contact between a number of different providers in the field but this does not extend much beyond sharing of the same premises. Youth and community and Extra-Mural staff merely use the facilities and any contact between participants in the different groups of any of the "providing agencies" is accidental. Participants come to learn skill, to "get out of the house", to have a bit of social contact and enjoy themselves. It would be wrong to say that development is considered incidental, but is closely tied to the recreational and compensatory purposes for which students come to the Centre.

There are at present no particular plans for the development of the non-vocational programmes and it is expected that innovations are more likely to come from the Adult Basic Education unit where there are 7 full-time professionals at least until 1985. Linkage of the non-vocational programme, with ABE, Youth and Community, vocational and examination programmes and District Leisure and Recreation is not significant and it cannot be said that there is effective access for the majority of adults to a developmental educational programme. There is little issue-based or more cognitive work in the non-vocational programme.

Despite the fact that ABE and non-vocational further education are administered by the same Assistant Director of Education there appears to be little effective contact or coordination of educational opportunities between the two. There is little contact with Youth and Community work which might have led to more issue-based work. If the budget were increased the non-vocational programme would certainly expand to the demand for recreational and practical skills programmes. But unless full-time adult educators are appointed with a degree of autonomy and encouraged to develop a network of links with the public, ABE, Youth and Community, District L.R., the WEA and the University there is little possibility of creating a wider and more comprehensive local government programme of adult education in Central. The demand is demonstrated by the work of the ABE unit which is at the limit of its small resources and the self-supporting groups in the present non-vocational programme.

Conclusion

Major purposes of the Alexander Report recommendations were the involvement of traditional non-participants and disadvantaged groups in systematic learning and the creation of effective access for adults to a balanced programme of cultural, recreational, social, cognitive and issue-based education. Such programmes were seen as essential to the development of a healthy active democracy and for individual and social development. As local authorities have the sole statutory responsibility for adult education in Scotland it was considered that the more cognitive and intellectual programmes should not be left to other agencies but developed as a part of a linked developmental, and recognisable structure of local government provision. Conventional 'for leisure' programmes of IFE, 'supermarket' and enrolment economy approaches, didactic teacher and building based techniques were not considered to be sufficient for the achivement of these purposes and programmes. It was therefore recommended that IFE be incorporated into a community education service of which adult education was to be a recognisable element, in which youth and community workers and adult educators would operate as allies and adopt community development and outreach approaches to their work. It was recommended that 200 full-time adult educators be appointed in Scotland and that there should be a secure career structure for adult educators with promotion opportunities and opportunities for movement in the wider community education service. In these ways it was intended that educational resources would be allocated to needs, interests, purposes and issues identified with individuals and groups in thevarious types of communities. It is recognised that there have been major financial constraints but the crucial test of the Alexander recommendations and of the various forms in which local government have organised provision is the nature and quality of non-vocational and informal further adult education now provided.

Since 1979 Fife has adopted an organisational structure which most resembles the Alexander recommendations. Unlike Tayside and Central, Fife had in 1979 three full-time IFE workers and since 1965 had developed a strong programme of largely recreational IFE but containing some vocational and pre-vocational provision work with disadvantaged groups and a strand of more cognitive work. It could be said that there was a linked and developmental, if embryonic structure of provision. This had been created without formal or organisational linkage to youth and community work. In 1979 the CERS administratively, and in terms of policy, encouraged linkage and cooperation between Youth and Community Services and IFE which remained separate elements but were incorporated in the CERS under one Principal Assistant who had been in the IFE unit and is an adult educator. Cooperation is developing but is in practice slow to emerge and it cannot be said as yet that IFE and Y&C workers have developed effective linkage in the field. There is very little issue-based education and the comparatively large IFE programme is still heavily biased towards 'for leisure' recreational and practical skills programmes. The more cognitive strand and significant programmes for disadvantaged groups remain although vocational work has now gone to the FE sector. IFE workers largely adopt 'supermarket' rather than outreach or community development approaches to the programme although there is some justifiable satisfaction taken in improved figures in participation. But participation is still largely from middle-class groups. ABE in Fife is a part-time service, not in CERS but administered by the FE sector, is still mainly concentrating on traditional literacy and numeracy work and has not developed as fully as it has in Central and Tayside who have had assistance in this field from outside funding.

Systematic learning in relation to social issues, needs and purposes and effective access to a developmental structure of education has not yet been created despite the organisational and policy developments which encourage adult education and youth and community workers to cooperate in educational tasks. IFE approaches are still fairly conventional and IFE workers and YC workers still tend to see themselves as being in separate professions.

Central has not created an organisational structure which links Y&C community work with IFE or ABE. There remains a skeletal IFE programme after the cuts of 1976-77 and self-financing groups are encouraged. There are no full-time IFE workers. There is no outreach work. Participation is still largely middle-class. The programme is largely recreational and for 'leisure' and there is little issue-based or more cognitive work. There are however 7 full-time community based adult educators working with outreach approaches from local centres who have developed a small but recognisable structure of learning opportunities ranging from basic adult education, to issue-based work, to pre-examination work, women's education and preparation for OU courses. The programme does involve a high proportion of traditional non-participants and disadvantaged groups such as the unemployed. These adult educators have at present little contact with either the IFE programme or Y&C workers.

In Tayside the Alexander recommendations were interpreted organisationally to mean integration but the integration of Y&C workers with the one full-time adult education worker cannot be seen as an effective alliance in the context of a Community Education Service dominated by full-time Y&C workers. Due to increases in fees for IFE classes and policy decisions there is now no subsidised IFE programme. IFE was not seen as an effective vehicle for the development of education for disadvantaged groups or for the development of a balanced curriculum. The main alternative developed for the conventional IFE programme since 1980 has been 12 Adult Education Associations operating with assistance from CE workers largely in areas where there was previously a successful evening class programme. The self-financing programme is largely recreational and 'for leisure' with little issue-based or more cognitive work. The Associations have not yet developed in the Inner-City areas and participation is largely from middle-class groups. People are encouraged to join Community Centres and take part in a range of activities which includes IFE type classes but again there is little issue-based or more cognitive work. There are no full-time workers in IFE. However the ABE wing of the CES does employ 3 trained educators in the regionally funded programme and 3 in the MSC funded programme. The ABE programme does involve a high proportion of disadvantaged groups in more cognitive work although there is less issue-based work than in Central where adult educators are based in local communities. Cooperation between the ABE wing and area community education teams is developing but ABE remains a specialist unit and as in Central and Fife is operating at the limit of its human and financial resources.

Despite the differing organisational arrangements made in the three Regions, IFE programmes have remained much the same in quality and nature since the Alexander Report and local government reorganisation. Except in Fife where there are three full-time IFE workers, the IFE programmes have been severely reduced in quantity. The programmes are heavily biased towards recreational/physical and practical skills with little issue-based or more cognitive work which the Alexander Report saw as essential for the development of a healthy and active democracy. Outreach and community development approaches have not been adopted and there is no effective means of knowing how far programmes are meeting needs, purposes and interests of the public. Approaches to provision remain those of the enrolment economy, participation appears to be supply led and latent demand is not investigated. Participation remains largely middle-class. There is, even in Fife, no secure structure for full-time adult educators in IFE with opportunities for promotion and movement within a wider community education structure. IFE has not been seen, especially in Tayside and Central, as an effective means of developing an issue-based and more cognitive programme of systematic learning for disadvantaged groups. This would only have been possible if full-time adult educators with outreach approaches and capable of developing a more balanced recreational, cultural, social, issue-based and cognitive curriculum been appointed. There is now a programme of basic and general youth and community work but a developmental educational structure to which the disadvantaged and the majority of the adult and youth population have effective access has not been created. Programmes in IFE and Y&C work are both biased towards 'for leisure', community welfare and recreational activities and approaches. Educational objectives related to social awareness and the understanding of the causes of social problems which require systematic and often difficult learning have too often been submerged.

It is of significance that developmental and innovatory educational programmes involving the disadvantaged and traditional non-participants have been created by the two specialist ABE units in Central and Tayside. The work of both units clearly demonstrates the existence of large latent demand amongst 'disadvantaged' groups and traditional non-participants, and they have allocated educational resources in their favour. The demand includes more difficult cognitive and issue-based educational programmes and around the clear educational purposes and nature of the work have developed recreational, social and participatory activities.

The adult education programme which most resembles that advocated by the Alexander Report has been developed in Central by full-time specialist adult educators based in 'deprived' communities who have adopted outreach and issue-based approaches. The unit has an informal management style which provides both autonomy and support for individual workers. The irony is that Central has until now rejected the Alexander Report's recommendations for the organisational incorporation of IFE and youth and community work which, it was considered, could best bring about such a programme.

The implications of this evidence are not that adult education, IFE and Y&C work should necessarily be separately administered. The ABE wing of the Community Education Service in Tayside operates fairly well as a specialist unit and is developing cooperation with the rest of the service. In Fife there are signs of increasing cooperation and understanding between the IFE workers and Y&C workers. What is clear is that a recognisable linked and developmental structure of educational opportunities cannot be developed, whatever the organisational arrangement, unless more full-time specialist adult educators with outreach approaches are appointed, either in specialised IFE and ABE units or as part of a community education team or both. The evidence does however point to the effectiveness of specialist units with clear priorities and functions. The danger of integration is the submerging of educational objectives. These conclusions also have implications for the nature of pre-service and in-service training and education for community educators and for the nature of policy on future appointments.

ADULT ASSOCIATIONS IN TAYSIDE
ANGUS AREA

APPENDIX I

ASSOCIATION	MEMBERSHIP	CLASS FEES	TUTORS FEES	NUMBERS ENROLLED MEMBERSHIP	NO. OF CLASSES	VENUE(S)
ARBROATH & DISTRICT EDUCATION & RECREATION ASSOC. Formed:January 1983	50p yearly	£12.00 for 10 wks. of 2 hrs. £6.00 for 10 wks. of 1 hr.	£6.00 per hr.	160	11 classes per term	Newgate Garage, Elliot Golf Course, Arbroath Academy, Angus Tech.College Ladyloan Primary School St.Margaret's Church Hall
CARNOUSTIE EDUC. & RECREATION ASSOC. Formed: Oct. 1982	50p. yearly	£12.00 for 10 wks. of 2 hrs.	£7.86 per hr.- some voluntary	130	10 classes per term	Carnoustie High School
MONTROSE ADULT EDUCATION ASSOC. Formed:April 1982	£1.00 for first 15 months - thereafter yearly	£12.00 for 10 wks of 2 hrs. £10.00 for 8 wks. of 2 hrs.	£5.50 per hr.	90	8 classes per term	Montrose Academy Lochside Community Lounge
DUNDEE AREA						
BROUGHTY EDUC. & RECREATION CENTRE Formed:April 1981	INCLUDED IN CLASS FEE	£12.00 for 10 wks. of 2 hrs. £6.00 for 10 wks. of 1 hr. £15.00 for 10 wks. of 2 hrs. O.A.P's/UNEMPLOYED/ Under 15½ yrs. - half class fee.	£7.86 per hr.	1,500	58 classes in 1 year	Grove Academy Grove Academy (Extension Forthill Primary School

ADULT ASSOCIATIONS IN TAYSIDE

ASSOCIATION	MEMBERSHIP	CLASS FEES	TUTORS FEES	NUMBERS ENROLLED MEMBERSHIP	NO. OF CLASSES	VENUE(S)
MONIFIETH FURTHER EDUCATION ASSOC. Formed:July 1980	INCLUDED IN CLASS FEE	£12.60 for 10 wks. of 2 hrs £9.45 for 10 wks. 1½ hrs. Reductions for Senior Citizens Adult Swimming (non tuition) £6.00 for 18 wks. Adults £3.00 for 18 wks. (Children) Adult Swimming (tuition) £28.00 for 36 wks. Child Swimming (tuition) £18.00 for 36 wks.	£7.25	1,400	45	Monifieth High School
KIRRIEMUIR/ WEBSTERS ASSOC. Formed: July 1980	After promoting a "mini Sport's Complex" at Websters High School, it is now planned to encourage the formation of an independent voluntary association.					
PERTH & KINROSS AREA						
PERTH ADULT EDUCATION ASSOCIATION Formed: August 1981	£1.00 yearly	£12.00 for 10 wks. of 2 hrs.	£7.50 per hr.	1,250	83	Perth College of Further Education Caledonian Road School
AUCHTERARDER ADULT EDUCATION ASSOCIATION Formed: Sept. 1981	£1.00 yearly	£13.00 for 10 wks. of 2 hrs.	£5.00 per hr.	100	7 per term	Auchterarder High School

ADULT ASSOCIATIONS IN TAYSIDE

ASSOCIATION	MEMBERSHIP	CLASS FEES	TUTORS FEES	NUMBERS ENROLLED MEMBERSHIP	NO. OF CLASSES	VENUE(S)
BLAIRGOWRIE ADULT EDUCATION ASSOCIATION Formed: August 1981	£1.00 yearly	£13.00 for 10 wks. of 2 hrs., and pro rata for shorter courses.	£5.00 per hr.	100	7 per term	Blairgowrie High School
COMRIE ADULT EDUCATION ASSOCIATION Formed: Sept.1982	£1.00 yearly	£12.00 for 10 wks. of 2 hrs.	£5.00 per hr.	70	6 per term	Comrie Primary School
CRIEFF ADULT EDUCATION ASSOC Formed: Sept. 1982	£1.00 yearly	£12.00 for 10 wks. of 2 hrs.	£5.00 per hr.	130	12 per term	Crieff High School
KINROSS ADULT EDUCATION ASSOCIATION Formed: Sept.1982	£1.00 yearly	£13.00 for 10 wks. of 2 hrs.	£5.00 per hr.	100	7 per term	Kinross High School

APPENDIX II

A. NON-VOCATIONAL EVENING CLASSES : SESSION 1982/83

The following leisure-time classes will be available in Further Education Centres within Central Region during the first term of Session 1982/83.

Centre	Evening	Subject
Alva Academy	Tuesday	Dressmaking Pottery Spanish Conversation (Intermediate)
	Wednesday	Dressmaking Yoga (Beginners)(7 - 8 p.m.) Yoga (Intermediate)(8 - 9 p.m.)
Balfron High School	Monday	Dressmaking (7.30 - 9.30 p.m.) Woodwork (7.30 - 9.30 p.m.)
	Tuesday	German Conversation (7.30 - 9.30 p.m.) Spinning & Weaving
	Thursday	Lapidary (7.30 - 9.30 p.m.) Swimming (8.30 - 9.30 p.m.)
Bo'ness Academy	Tuesday	Car Maintenance Dressmaking Pottery Woodwork
	Wednesday	German Conversation Pottery Scottish Country Dancing

Clackmannan College of Further Education (all classes under this heading enrol at Clackmannan College, Branshill Road)

1. Clackmannan College (Hallpark Annexe)	Monday	Car Maintenance
	Thursday	Car Maintenance
2. Lornshill Academy	Monday	Pottery Woodwork
	Thursday	Woodwork

Centre	Evening	Subject
Denny High School	Monday	Dressmaking Guitar (Folk) Hostess Cookery Keep Fit (Ladies)(7 - 8.30 p.m.) Pottery
Dollar (Strathdevon Primary School)	Monday	Dressmaking/Tailoring
	Tuesday	Yoga (7 - 9 p.m.) Yoga (Intermediate)(7 - 8 p.m.) Yoga (Advanced)(8.15 - 9.15 p.m.)
	Wednesday	Floral Art French (Everyday)
Falkirk College of Technology	Tuesday	Painting for Pleasure
	Wednesday	Car Maintenance Stage I & II Economics for Everyone Holiday Languages (French) (German) (Italian) (Spanish)
	Thursday	Home Maintenance (Brickwork)
Falkirk High School	Tuesday	Dressmaking (Falkirk High School & Langlees Primary School) Hostess Cookery Pottery
	Wednesday	Lapidary
	Thursday	Car Maintenance (Advanced) Dressmaking (Langlees Primary School) Lapidary
Graeme High School	Monday	Bridge Drawing & Painting Dressmaking Pottery Woodwork
Grangemouth High School	Monday	Art & Art Appreciation Dressmaking Fly-Tying Keep Fit (Ladies) Woodwork

Centre	Evening	Subject
Killin Primary School	Monday	Dressmaking (7.30 - 9.30 p.m.) Floral Art (7.30 - 9.30 p.m.) Keep Fit (7.30 - 8.30 p.m.)
	Thursday	Natural History (7.30 - 9.30 p.m.)
Larbert High School	Wednesday	Car Maintenance Floral Art French Conversation Upholstery
McLaren High School	Monday	German Conversation Pottery Spinning Swimming (Parent & Child) (6 - 7 p.m. & 7 - 8 p.m.)
	Tuesday	Woodwork
St. Modan's High School	Tuesday	French Conversation Jewellery Keep Fit (Ladies) Painting (Water Colour) Woodwork (Beginners & Intermediate)
Stirling High School	Tuesday	Swimming (Parent & Child) (5.15 - 6 p.m. & 6 - 6.45 p.m.)
	Wednesday	An Introduction to Microcomputers
	Thursday	Basic Record-Keeping for Small Businesses Swimming (Parent & Child) (7.15 - 8 p.m.)

Fees: 8 week class – £8.00* : Students under 18 – £6.00* : Senior Citizens – Free : Unemployed – Free (on production of signing-on card).

*Fee refers to 2 hour classes. 1 hour duration classes will be charged half fee. ¾ hour Parent/Child Swimming class : £3.00 per pair.

Enrolment : Will take place at the Centre concerned on Thursday, 23rd September, 1982 from 7 - 9 p.m. Classes in all Centres will commence during week beginning 27th September, 1982. Only personal enrolments will be accepted. Further details may be obtained from Centre Principals.

B. REGIONAL LETTING SCHEME FOR EDUCATIONAL PREMISES

Educational premises are available for community use under the Letting Scheme, as follows:–

	Charge per Hour
Swimming Pool	£8.80
Gymnasium	£2.20
Games Hall	£4.40
Badminton Court	£1.65
Playing Field	£3.00
Changing Room/Showers	£1.10
Hall or Lounge	£3.30
Classroom	£1.10
Theatre	£3.30

The administration of the Letting Scheme has been delegated to School Councils. Application for the use of schools should be made to the Clerk to the appropriate School Council as follows:–

SCHOOL COUNCILS/GROUPS – CLERKS

Interim Clerk	School Council/Group	Telephone No.
Miss Sheila U. Colston, District Offices, Buchanan Street, Balfron G63 0TR	Balfron Aberfoyle School Group	Balfron (03604) 0315
Mrs. D Stevenson, District Offices, Bannockburn FK7 8LW	Bannockburn Stirling East	Bannockburn 812410
Mrs. M. Riley, Municipal Offices, 23 Seaview Place, Bo'ness.	Bo'ness	Bo'ness (050 682) 2711
The Clerk, County Offices, Cross Street, Callander.	Callander School Council Callander School Group	Callander (93) 30044
Mr. James Henry, District Offices, 107 Stirling Street, Denny FK6 6JB	Denny Stirling St. Modan's	Denny (94) 823803
Mrs. J. E. Bellin, Municipal Buildings, Dunblane FK15 0AA	Dunblane Doune School Group	Dunblane 822214
Mrs. Margaret Smith, District Offices, 318 Main Street, Stenhousemuir, Larbert FK5 3BE	Falkirk Camelon Falkirk West	Larbert (92) 562075
Mrs. J. Pearce, District Offices, Brightons, by Falkirk FK2 0HG	Falkirk East Falkirk South	Polmont (92) 712745
Mrs. Susan Mitchell, District Offices, 318 Main Street, Stenhousemuir, Larbert FK5 3BE	Larbert Falkirk St. Mungo's	Larbert (92) 562075
Mrs. I. Robertson, Municipal Chambers, Grangemouth FK3 8AH	Grangemouth	Grangemouth (92) 483418
Mr. R. McConchie, Marshill House, Alloa.	Hillfoots Alloa Burgh	Alloa (91) 214975 Stirling 3111 Ext. 235
Mr. A. Young, 3 Auchmore, Killin FK21 8ST	Killin School Group	Killin (056 72) 384
Mrs. M. L. Macleod, Marshill House, Alloa.	Lornshill	Alloa (91) 214975
Mrs. Margaret Jillings, Admin. & Legal Services, Viewforth, Stirling.	Stirling West	Stirling 3111 Ext. 235 Home: Stirling 62225

For use of accommodation in Youth and Community Centres, application should be made to the Centre Manager.

C. SELF-SUPPORTING GROUPS

Groups or individual teachers/instructors wishing to run a Group or Class on a Self-supporting basis will be granted free accommodation in Educational premises, provided:–

1. That the premises are open anyway.
2. That the sum paid to the teacher/instructor does not exceed the national scale.
3. That the general arrangements have the approval of the Director of Education.
4. That the group is undergoing tuition in a teaching situation.

The following Self-supporting Groups will operate in F.E. Centres as indicated provided enrolments are adequate. Fees will vary according to the type of class and the number of enrolments:–

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Centre	Evening	Subject
Alva Academy	Monday	Dressmaking Spanish Conversation (Beginners)
	Wednesday	Keep Fit (Ladies) (7 - 8 p.m. & 8 - 9 p.m.)
	Thursday	Spanish Conversation (Beginners)
Denny High School	Monday	Bridge
Falkirk High School	Monday	Swimming (Parent & Child) (6 - 7 p.m. & 7 - 8 p.m.)
	Tuesday	Keep Fit (Ladies) (7 - 8 p.m. & 8 - 9 p.m.)
	Wednesday	Car Maintenance Floral Art Keep Fit (Men) Painting (Water Colour)
	Thursday	Floral Art Yoga (7 - 8 p.m. & 8 - 9 p.m.)
Graeme High School	Monday	Bridge Drawing & Painting
Larbert High School	Wednesday	Keep Fit (Ladies) (7 - 8 p.m. & 8 - 9 p.m.) Keep Fit (Men)
Stirling High School	Wednesday	An Introduction to Ornithology Swimming (Men & Women) (7.30 - 8.30 p.m.) Woodwork
	Thursday	An Introduction to Brewing and Winemaking An Introduction to Electronics An Introduction to Photography Badminton (8 - 9 p.m.) Car Maintenance Dressmaking Dressmaking & Soft Tailoring Geology and Scenery of the Local District German Conversation Hostess Cookery Keep Fit (Ladies) (7 - 8 p.m. & 8 - 9 p.m.) Physical Exercise (Men & Women) (7 - 8 p.m.) Swimming (Ladies) (8 - 9 p.m.) Upholstery Wok Cookery Woodwork Yoga (Men & Women) (Beginners & Intermediate) (7 - 8 p.m. & 8 - 9 p.m.)

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Stirling High School Fees:

2 hour class : £8.00 (£6.00 for under-18s, senior citizens and unemployed)
1 hour class : £4.00 (£3.00 for under-18s, senior citizens and unemployed)
(Fee for the 6 week class in Brewing & Winemaking is £6.00 and £3.00 respectively)

Cheques payable to High School of Stirling.

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YOUTH AND COMMUNITY SERVICE – SELF-SUPPORTING GROUPS

Opportunities are available throughout the Region for groups to establish Self-supporting Courses in Youth and Community Centres and Community Wings. These groups are fostered on a flexible basis to allow groups to meet at times (day and evening) which suit particular needs.

Accommodation is provided free and the groups are responsible for any remuneration required for instruction.

Enquiries should be made to the local Youth and Community Officer or to the below noted persons:–

FALKIRK DISTRICT

Mr. A. L. Christie,
Divisional Youth and Community Officer,
Grangemouth Youth and Community Unit,
Abbots Road,
GRANGEMOUTH.

Tel. Grangemouth (92) 472567

STIRLING DISTRICT

Mr. D. S. McKenzie,
Assistant Regional Youth and Community Organiser,
Education Department,
Room 207,
Viewforth,
STIRLING.

Tel. Stirling 3111 Ext. 397

CLACKMANNAN DISTRICT

Mr. D. A. Chapman,
Divisional Youth and Community Officer,
2 Glebe Terrace,
ALLOA.

Tel. Alloa (91) 722483

SELF-SUPPORTING GROUPS

Centre	Evening	Subject
Dunblane High School (Area Youth & Community Office, Dunblane) (Dunblane 824646)	Monday	Art (7.30 - 9 p.m.) French (7 - 9 p.m.) Golf (7 - 9 p.m.) (Dunblane Primary School) Guitar (7 - 9 p.m.) Keep Fit (Ladies) (7 - 8 p.m. & 8 - 9 p.m.)
Dunblane High School (continued)	Tuesday	Woodwork (7 - 9 p.m.)
	Wednesday	Car Maintenance (7 - 9 p.m.) Floral Art (7 - 9 p.m.) Guitar (7 - 9 p.m.)
	Thursday	Bridge (7 - 9 p.m.) Dressmaking (7 - 9 p.m.) (Dunblane Primary School) German (7 - 9 p.m.) Photography (7 - 9 p.m.)

(Enrolment on the appropriate evening during week commencing ~~20th~~ 27th September, 1982)

Centre	Evening	Subject
Woodlands High School (Area Youth & Community Office, Grangemouth) (Grangemouth 472567)	Monday) Wednesday) Thursday)	French Conversation (Beginners & Intermediate) (7 - 9 p.m.)
	Friday	Accordion Tuition (7 - 9 p.m.)

(Enrolment on the appropriate evening during week commencing 6th September, 1982)

D.

W.E.A. CLASSES

LOCAL HISTORY

A comprehensive introduction to the history of Falkirk with illustrated talks and discussion presented by Ian Scott.

8 Wednesdays from 22nd September (7 - 9 p.m.)

Falkirk College of Technology

Fee – £8 (£2 if not employed)

WRITERS' CIRCLE

If you would like to try your hand at writing anything from verse to plays or novels then come along to Woodlands High School, Rennie Street, Falkirk on Thursday evenings (7.15 - 9.30 p.m.) beginning 16th September.

For further details contact:–

Mrs. Anne C. McSporran,
25 Kirkwood Avenue,
Redding,
Falkirk.

(Tel. Polmont 715559)

WIDER HORIZONS

Talks and discussion on a wide range of topics of particular interest to retired people. Afternoon tea will be served. No fee for class. Membership of Centre is £1 per annum. Facilities include lunch club, hairdresser and wide range of social activities, all in beautiful surroundings of Dollar Park.

Wednesdays (2 - 4 p.m.) from 15th September.

Arnotdale Day Centre,
Dollar Park,
Falkirk.

(Tel. Falkirk 27174)

REFRESHER ENGLISH*

All you need to know about spelling, grammar, punctuation, writing essays, reports and minutes.

FALKIRK:

Woodlands High School,
Rennie Street,
Falkirk.

8 Mondays (7 - 9 p.m.)
from 20th September.

POLMONT:

Greenpark Community Centre

8 mornings (9.30 - 11.30 a.m.)

Week beginning 20th September

For final details contact Mr. Fitzpatrick (Tel. Polmont 712304)

BONNYBRIDGE:

St. Joseph's Hall

8 Mondays (1 - 3 p.m.)
from 20th September.

REFRESHER ARITHMETIC*

All you need to know about everyday Arithmetic.

FALKIRK:

Woodlands High School,
Rennie Street,
Falkirk.

8 Mondays (7 - 9 p.m.)
from 20th September.

GRANGEMOUTH:

Grangemouth High School

8 Tuesdays (7 - 9 p.m.)
from 21st September.

BONNYBRIDGE:

St. Joseph's School

8 Tuesdays (7 - 9 p.m.)
from 21st September.

There are no fees for the Refresher Courses.

*Enrolment is at first meeting of each class.

Cheques/P.O. crossed and payable to Workers' Educational Association.

Note: There will be no classes held during the October school holiday week of 18th to 22nd October.

Enquiries about W.E.A. to:–

Dr. Ken Logue,
District Secretary,
Riddle's Court,
322 Lawnmarket,
Edinburgh,
EH1 2PG.

Further information:– Evening Classes, Letting Scheme, Self-Supporting Groups may be obtained from:–

Director of Education,
Room 211,
Viewforth,
Stirling
FK8 2ET

Tel. Stirling 3111 Ext. 402

CHAPTER 9

Community Development: Two Approaches

For many CE and YC workers, community development encapsulates one of the most important long-term functions of the services and the activities in which they are engaged. This is often the case even where community development is not among the formal policy objectives of management, and where the activities implied by the term are politically controversial.

The term 'community development' often arouses controversy and sometimes hostility in local government. This is surprising because in theory a more apt expression for the expressed ideals of many local politicians across the political spectrum could hardly be found. In practice too community development frequently turns out to be associated with the activities of an innocuous and apparently apolitical kind - for example the establishment of playgroups, community festivals and the like. Often community development in practice reaffirms the political status quo in spite of the hopes of some and the fears of others.

In truth despite the radical sounding rhetoric often associated with the notion of community development, it is a 'loose' one, which is rarely very carefully defined.

From the historical point of view this notion has been given the blessing of a host of official reports and government circulars and has been advocated across a broad spectrum of political opinion. (An earlier chapter of this report draws attention to the growth of a 'community approach' in central and local government, stretching a long way back to the mid 60's.)

Community development is defined in the Alexander Report as follows:

> "The process by which those who live in a community (defined in either geographical or social terms) are helped or encouraged to act together in tackling the problems which affect their lives has come to be called community development. Implicit in this process is the assumption that having been helped to solve one problem those involved will be sufficiently motivated and will have acquired sufficient skills to tackle other problems. The educational character of community development is therefore readily recognised and the youth and community service has long been involved in the process. Much less obvious is the precise role that the adult educationist should play in it. Involvement in community development calls into question traditional approaches and emphasis on classes and class numbers: but it provides new opportunities for reaching large sections of the population hitherto untouched by adult education." (Alexander, 1975: 31 para 85).

Simple and uncontroversial as the Alexander definition appears to be, it raises more questions than it answers. Which problems, for example, are appropriately tackled by means of community development strategies? The most fundamental problems of people's lives in deprived areas? Their leisure 'problems'? The pressing need for employment in many Scottish communities? Personal problems connected with unemployment, poor housing, broken families? And many others. In the real world how far are people's problems to do with insufficient motivation? How far can increased motivation by itself assist the resolution of their problems, needs and demands? If community development has a "readily recognizable" educational character what knowledge is appropriate to social development? What skills and experience? How is the process of social development to be begun, continued and hastened? How does community development at a local level link with wider, structural concerns, related by the Alexander Committee, to the more effective use of resources in society and the development of a pluralist, participative democracy?

Consensus on such issues is unlikely. The problem is rather that in the proliferation of tasks, in the commitment to the administration of large numbers of physical facilities (and in other ways) debate about long term objectives and the means of achieving them in YC/CE work often appears to become submerged.

The following case studies look at the work of two teams of YC/CE workers who see community development as one of their principle functions. Their organisation, resources and their definitions of the term 'community development' are examined. Detailed comments are offered on the programme and practice of one of the teams.

With reference to the Alexander Report's recommendations regarding community development several particular questions inform the studies which follow.

(1) What is the "educational character" of community development? More particularly how can education play an effective role in C.D.? What kinds of knowledge may assist people "in tackling the problems which affect their lives"? How should increased knowledge and understanding (leading to more effective action) be brought about?

(2) The Alexander Report saw community development specifically as a means of involving traditional non-participants and disadvantaged groups in opportunities for continuing their learning. How far has community development contributed to such objectives? How might it do so?

(3) C.D. is implicitly associated with outreach methods by many staff in the field. This connection was also made in the Alexander Report. How far is the connection justified in practice? How might it be more so?

(4) Does community development practice transcend charges of ineffectiveness and parochialism? Can it? If so how?

Community Development Team A: Background, Aims, Definitions of C.D.

During the late 60's and early 70's there was an expansion of the Youth and Community Service in the city in which Team A is now based. At that time much of the additional capital and staffing resources were allocated to the housing estates around the periphery of the city. However from the 60's there had been continuing central government concern with problems and issues connected with inner city areas and a series of initiatives and policy documents emerged, including the Community Development Projects, the Department of the Environment's Inner Area Studies and the Home Office's Comprehensive Community Programmes of the early-mid 70's. In 1977 the government published its White Paper, "Policy for the Inner Cities".

Reflecting the growth of official concern with policy for inner-city areas, the Regional Council which employs Team A set up a Working Party towards the end of 1971, to study and frame proposals for combating "multiple deprivation". The inner city areas and one of the housing estates on its northern edge were identified as being in urgent need of priority "treatment".

However, the decision to establish a team of community workers with special responsibility for the inner city was not taken until several years after the reorganisation of local government. Prior to the establishment of Team A in April 1981 several community workers had been separately responsible for work within the inner city. It was not clear precisely why the decision to set up a single unit was taken at this particular period. At the same time thought was being given to the organisation and responsibilities of a middle management tier within the CES of the Region as a whole and the establishment of the Team was part of a pattern of re-adjustments which took place at this level. In addition, there had been a concern for some time, on the part of senior management of the CES, with the quality of centre based CE work. In the absence, in inner city neighbourhoods, of the kind and quantity of facilities available in the peripheral housing estates, it was apparently hoped that the Team would begin to develop forms of outreach which centre based workers, with time-consuming responsibilities connected with the administration of their community centres, had so far not achieved. In this sense then the creation of Team A was a 'new' and exploratory departure on the part of the local authority.

Members of the Team agreed that their collective task involved the development of educational and recreational opportunities for all age groups in the inner city through local participation in the identification and setting up of priorities and through a sharing of resources; that community education involved promoting learning based in content and approach on the wishes of people in local communities; that it should assist democratic styles of organisation, stimulate voluntary effort by people to define and meet their own needs, and should promote cooperation among individuals and groups for these purposes.

For practical purposes four areas of work had been isolated as the major categories of collective action by members of the Team.

1) Establishment of a Resource Centre for Community Groups: This was to provide a range of facilities some of which, such as the microcomputer, had to be used on site and others which groups were able to take away from the Centre. The aims here were to provide resources together with information and advice to assist the organisational, promotional and administrative efforts of local groups; to provide a location where members of different groups might meet; and to provide a stock of information of various kinds which might be used by other CE workers in the Region.

2) Neighbourhood Work: This category of work expressed the Team's commitment to outreach. Members of the Team were each responsible for work in a number of different neighbourhoods within the inner city, which involved supporting a variety of groups, developing educational, political, social and recreational activities, and encouraging a "sense of neighbourhood", which involved a "recognition of mutual worth and belonging".

3) Team Initiatives: This category of work underlined the need in particular circumstances for concentrated collective effort related to the objective of community development. Such initiatives involved for example, research and presentation of information on local issues, or direct promotion of certain kinds of provision, or encouraging cooperation among groups located in different parts of the inner city.

4) Contribution to the Regional CES: The aim here was to cooperate with, and contribute to, the work both of voluntary organisations in the inner city

and other branches and levels of management in the CES; to promote a wider appreciation of the work of the Service in the Region and a recognition amongst other agencies of opportunities for community education inherent in their own work.

Implicit in the statements of different members of the Team was the recognition that the area designated as "inner city" was too large for effective neighbourhood work in all communities. A major proportion of its "neighbourhood work" was in fact continuing in areas where work had started prior to the establishment of the Team. Soon after it was set up an attempt was made to survey the other organisations, statutory and voluntary, involved in work in the inner city, to establish what provision was being made, and to see what possibilities for cooperation presented themselves. A good deal of effort appears to have gone into this survey but it is fair to say that the information obtained appears to have been used perfunctorily and unsystematically in subsequent decisions about priorities.

In the experience of staff lack of confidence frequently prevented local people coming together and cooperating in making decisions. One worker linked a series of concepts to the importance of participation in decision-making on local issues: cooperation, voluntarism, agency 'facilitation' of the conditions for these to take place, informal education and social change entailing a fairer distribution of power. For this worker social change was not to be seen in 'macro' terms since it was his view that the community worker cannot change the nature of society. For him "people always articulate a problem/their needs. You have to be there to listen. The community worker's job is to turn the articulation into something which can be achieved, i.e. into an educational solution." For this person the process of acting collectively, voluntarily and cooperatively was essentially educative; the slogan "process not programme" was a key operating principle.

Another worker preferred to stress the moral and personal aspects of community development. What was important was to get people to "recognise the ways they are affected by each other, as well as to feel part of something worthwhile." For him a central question was about the amount of change which a community worker can be expected to achieve. "A lot of work is about stopping things getting worse. That's valuable. Much may not actually help to get things better." Another problem concerned the nature of the relationship between the worker and the 'public' - how to relate issues which seem important to the workers" to where people are at. There has to be integrity in drawing things to people's attention." However, a fundamental concern was with the need to create opportunities for learning ("not necessarily education"). This worker compared his own role as an agent of community development with that of a social worker - solving family and personal problems rather than addressing 'macro' social and political problems.

In varying ways members of the Team expressed a concern with the problems of identifying "educational needs"; with the need for "pro-active" work which went beyond the position that the community education worker's task is merely to respond to expressed needs and wishes: and with the political difficulties which such a position may entail for staff seeking to assist local groups to identify and meet local needs and at the same time keeping faith with their employer - the local authority.

Team B: Background, Aims, Definitions of Community Development

Over the period of the 1970's the Youth and Community Service in another of the Regions studied had been affected by a number of major structural changes, including the reorganisation of local government in 1975 and a further reorganisation of the Community Education and Recreation Service (CERS) in 1979. However, there was an earlier 'structural development' which resulted from the appointment of a Working Party to examine the implications of the national document "Community of Interests" (cf chapter 2, section on the youth service tradition), and to make recommendations. As a result an additional administrative tier was created in the Youth and Community Service - that of 'Area Organiser'. Initially only 2 posts were created but 3 were later added to give a regionwide coverage. During the expansion of the Youth and Community Service in the mid 70's the Area Organisers appear to have had a primarily administrative function, acting as intermediaries between the Regional Organiser, his assistant and YC field staff. But around the time of the reorganisation of the CERS in 1979 attempts were made to encourage the assumption by the Area Organisers of field responsibilities and a more deliberate team approach to the management of professional staff in their areas.

In practice the Area Organisers have continued to exercise many responsibilities connected with the minutiae of day to day administrative tasks such as orders for equipment, memoranda, correspondence and communication between field staff and the Regional Organiser and his Assistants. Team approaches have been slow to develop and have been more effective in some areas of the Region than others. From the point of view of the management of the Youth and Community Service the operation of Team B represented perhaps the most effective application of the principle of a team approach to the organisation of field work in the Region.

According to management, on a basic assessment of results, there had been a proliferation of local organisations in the area in which the Team operated, and these community groups had shown themselves increasingly competent to deal with matters which in other areas probably would have been left to professional Youth and Community workers. There had been a noticeable improvement in the premises managed by field staff in terms both of decor and the nature of the programmes on offer, and the centres were now used by more people and a wider range of participants than before. A further feature of the development of the team approach was that Team B had begun to project the views of its members "collectively and vociferously" within the YCS as a whole.

The Area Organiser who acted as the Leader of Team B had been appointed during the 'reshuffle' which occurred in the CERS in 1979. His 'team' consisted of several centre-based YC workers and a smaller number of 'mobile' staff.

"team work" and "community development" were two principle objectives of Team B's efforts. However, in addition, the majority of team members were centre-based and had substantial administrative duties in relation to the facilities for which they were held responsible.

The centre-based Youth and Community staff saw themselves as a team nevertheless. Team meetings were used to discuss objectives and new initiatives as well as for reporting back on the results of recent work (e.g. the success of play-schemes run by Team members in different centres during the school summer holidays).

In another instance attention was drawn to the fact that a Team 'review' had led to the development of a programme of action to attract young people in the 16-20 age group into community centres, since it was perceived that youth club facilities were being used mainly by younger groups. At an 'area level' training courses had been organised for volunteers and part-time paid leaders to increase their awareness of the needs of the 16-20 age group and to encourage them to adopt more innovative approaches.

In various ways the Area Organiser saw himself as having a leading role: stimulating ideas amongst members of the Team, encouraging new approaches, 'benevolently string pulling' to secure resources for initiatives undertaken by members of the Team, bringing to the attention of staff opportunities for work with groups such as the unemployed, and encouraging them to review and evaluate their work. The Area Organiser regularly visited each of the workers to discuss problems and observe the work that was being done. However, there had been little attempt to integrate the work of mobile staff with that of centre-based workers on a regular basis. Mobile workers had full-time responsibilities for provision in their 'own' communities.

The Team were concerned that the 'Region' (i.e. management of the CERS) had not offered any practical guidelines by which to evaluate the success of field work. In a general way good community development work was related to the level of activity in and near a community centre, to the interest of the community and to the ability of staff to produce results, "like a factory worker", as it was put. However, these criteria were clearly too general to be of much practical use as a guide to good CD practice. Without a clearer statement of objectives the Team considered that the Youth and Community Service was in danger of being "peripheral" and of dissipating its efforts by attempting to be "all things to all people".

The litany of major problems and issues in the small towns and housing estates which made up the varied communities of the area, were those commonly found in other depressed areas. These included rapidly rising levels of unemployment, poor housing, broken families, lack of recreational facilities for young people, lack of recreational and cultural facilities, expensive transport, small communities located at a distance from important resources.

In the face of such problems the role of community development work was seen as bringing people together. The assumption was that people are commonly inactive in pursuing their rights. If they can be encouraged to run groups which may meet some of their needs, they will develop confidence and contacts with others and so become more "able" and more "balanced" individuals. This was seen as the "bed rock" of the YC Service. A priority for the Team was work with the unemployed. Raising the confidence of unemployed people was not seen as a sufficient objective in itself and the view was expressed that the unemployed should be brought together to identify the problems of the "whole area" - "we are saying learn to use your leisure time". The principle implied here of breaking down the barriers between local communities in the area was extended and elaborated in the idea of federations for other groups (e.g. a playscheme forum had been set up to help ten voluntary groups from different parts of the Team's area share ideas on the running of holiday playschemes).

Community development was seen then primarily as being about improving the abilities of individuals to cope with their problems and, in the process of individual change, the community and wider society would also change. The problematic nature of these issues was recognised and staff were conscious of the need to find a 'via media' between the needs of local communities and the demands of their paymaster - the local authority.

Two approaches to the tasks of YC workers were outlined. "One approach is to make a straightforward provision and is most often used in community centres. The centre staff decide what are the local problems; they draw up a list of priorities or an agenda for action; they devise clubs, groups or activities to solve the problems. As a final step, they invite local people to join the groups. In effect, the decision-making, organisation and management is largely done by centre staff". The other approach outlined was the Community Development one, where the community is encouraged to define, prioritize, and devise solutions for its own problems, and to find resources to do so with the help of the community worker.

Community development was seen as an educative process, that is one in which individuals and groups learn by doing things for themselves and others.

The view was expressed that some YC workers enter the field with few professional skills and that once there they are frequently left to devise their own roles with no clear set of values or priorities. Professional YC skills include - being able to get on with people, having understanding and sensitivity; understanding and assessing the dynamics (social and political) of a particular locality and of its decision-making processes; skill in "teaching" (which was interpreted as "passing on information"); and caring for people.

Team A and B: Finance, Staffing and Facilities

The budget estimates for Team A, excluding the salaries of full-time professional staff, during 1982/83 totalled £18,600. Of this sum, nearly 50% was for the purchase of a new micro-computer for the Resource Centre. A subsidy of £2,500 was set aside for the payment of part-time youth leaders, although it was not clear what proportion of this figure was actually to be spent, since it was hoped to encourage, as far as possible, the principle of voluntarism in running the youth clubs in the area. Apart from a code of £500 for the payment of three teachers, the remainder of the budget was for secretarial assistance, printing/stationery, advertising and transport. The "teachers' code" had been in existence for some time although there was no obvious connection between their work and the on-going efforts of the Team, and there was no additional budget for part-time tutors/teachers. Members of the Team had a say in the way the different codes were spent, however overall responsibility for preparing budget estimates was the responsibility of the Area Community Education Officer.

In the case of Team B, on the other hand, decisions about the allocation of the budget were taken at administrative levels above the Area Organiser and the Regional Organiser himself retained the responsibility for directly administering grant aid to local groups, and local field staff were not always consulted. This was seen as a problem and was used as an example of poor communication between management and field staff, which was partly a result of the way in which functions were distributed among the different levels of an extended management system, which had become even more elongated with the restructuring of the CERS.

Each of the professional community workers in Team B received a separate notification of the budget available to them for items such as postage, stationery, heat, light, activity equipment and so on. The Area Organiser's budget notification also included an "Area Development Code", although it was not clear what this was for.

Apart from the significant fact that in the period since local government re-organisation the code for 'instructors' had disappeared from YCS budget estimates, leaving a much reduced figure for part-time paid leaders, there is perhaps one other issue connected with finance which needs to be mentioned. This related to the financial resources available to mobile community workers. Under nearly every code the resources available to mobile staff were less than those available to centre-based workers. In addition centre-based YC workers could usually draw on the frequently substantial funds raised by centre management committees. There was a concern that mobile workers should not be seen as a cut-price alternative to centre-based staff, and would need more support (including financial resources) if they were to develop more effective outreach.

There has been no attempt to make a formal comparison of the resources available to the two teams under discussion or their respective communities. Team A operated in an area of roughly 4 square miles, with a population of approximately 80,000. Team B operated on a far more extended basis among the remnants of a series of old mining communities - although in total the population of the area worked by Team B was far less than that for Team A. However, many of the problems faced by people in both areas were similar.

In terms of staffing, Team A consisted of five full-time professional Community Education Workers, one Area Community Education Organiser and three part-time clerical staff. All the staff were based at a single centre, which they shared with the Adult Basic Education Unit of the Region and the local community association. Apart from a 'voluntary' centre whose worker was seconded by the

CES to the voluntary organisation concerned (and in relation to whom the Area CEO had advisory/supervisory responsibilities), the Team was not responsible for the routine administration of any other facilities in the inner city. However, much of the work that was done by members of the Team involved some contact with other agencies and the use of a number of facilities owned by other organisations, particularly primary and secondary school buildings. Apart from the newest member of the Team who had recently received a CE Diploma from Dundee College of Education, all the other staff had been employed for varying periods within the Regional YC/CE Service. Three had Youth and Community Diplomas from Jordanhill or Dundee College. One, in addition to his YC Diploma had a Certificate in Outdoor Education from Dunfermline College of Physical Education. Two had University degrees and additional qualifications in social work (DASS/CQSW) and Community Education (Diploma).

By contrast Team B consisted of an Area Organiser, 5 Centre Managers, 3 Mobile Community Workers (without centre-management responsibilities), a number of care-takers and clerkesses and 48 part-time paid leaders. All the full-time professional members of Team B possessed YC Diplomas. Unlike Team A, staff carried out their duties in separate geographical locations for the most part. Members of Team B particularly the Mobile Workers did make use of the premises of other organisations, including Church halls, schools and district council Community Centres. In addition some use had been made of the facilities and equipment managed by other branches of the CERS. Many such arrangements were made on the basis of an "old pals act". However, such borrowing was always uncertain. There were few formal arrangements, and YC workers sometimes had to pay for certain facilities, even those owned by other branches of the CERS.

Team A: "Programme"

At this stage we have chosen to concentrate on the work of only one of the Teams, for practical reasons. It is hoped that in doing so a more detailed analysis of the problems and potentialities of the 'Team Approach' to community development may emerge. It is not easy to give an overall view of work which is conducted in a number of different communities within the inner city area, at a number of different levels, and which is necessarily changing.

The four categories of work which have been outlined above (relating to the establishment of a resource base, neighbourhood work, team initiatives and the Team's contribution to the Regional CES) are a useful frame of reference, but they do not indicate the relative balance of work carried out by individual members of the Team. One worker for example was more involved with the development of the resource base than the others.

All of the Team were, however, involved in neighbourhood work in the inner city, and this, according to staff, was the most time-consuming of their responsibilities. It involved identifying community associations, groups and agencies at work in each community, assessing needs, isolating issues and trying to bring the efforts of such groups and agencies together with various 'resources' to meet needs and solve problems. Each member of the Team was responsible for the main initiatives undertaken in one of the communities which had been identified as priorities within the inner city, but also acted as a supporter and advisor to other members of the Team working in different neighbourhoods. There was in this way a support structure which gave each worker a 'primary' area of involvement and a number of 'secondary' areas as well, and enabled the Team to take collective responsibility and develop common understanding of the various communities within which work was continuing.

The accompanying table (Table 9.1) gives an indication of the main areas of work upon which different members of the Team were engaged on a regular basis at the time the research was conducted, and also of the less regular involvements which were undertaken over a period including the 6-8 months previously. In addition it indicates the relative responsibilities of different members of the Team.

It was not possible for the researcher to observe at first hand much of the work of the Team, a great deal of which, as can be seen from the table, was of a 'less regular' kind. Much of the neighbourhood work appeared to involve administration and organisation in connection with centre management committees or community associations.

In certain cases routine 'neighbourhood work' had given rise to more sustained work on particular issues, as in the case of preparation for an Urban Aid Project on one estate, the anti-dampness research conducted with members of a community association, and the OU course and Health Education/Keep Fit class organised in another area of the inner city. However, many of the 'less regular' involvements did not appear to have close links with the on-going neighbourhood work of members of the Team. This, several workers explained, was due to the fact that they were continually expected to respond to a variety of initiatives and requests, by local authority officials and members of the community, which made it difficult for them to sustain their efforts in developing long term work on a limited number of particular issues.

Table 9.1

Team A: 'Programme'

	Neighbourhood Work	Special 'Other' Responsibilities	Less Regular Involvements
CEO Area	Responsibilities in 3 local neighbourhoods - mainly at 'secondary' level, through work with eg management committee of local settlement association, contact with agencies (eg YMCA)	Sits on management team of CES as "delegate" of Team A and in individual capacity. (Special responsibility for CES provision for handicapped.)	*Training Part-Time Staff in inner city. *Supervision of Staff Seconded to YMCA. *Advice and Coordination of Team A.
CEW 1	2 neighbourhoods: Urban Deprivation Group, Advice Centre, Issue-Based work eg Anti-Dampness Campaign, Support for Community Association.	Preparation of Urban Aid Project (administrative). Work with groups in preparation for Urban Aid Project	*Neighbourhood Action Campaign/Neighbourhood Energy Action Project. *Unemployed Workers Resource Centre. *Branch of SCCL.
CEW 2	Newest member of Team. No responsibilities for any particular neighbourhood, as yet.	Welfare Rights Work: Assessing contribution of voluntary organisations in the inner city.	*Leaflet on Child Benefit in conjunction with Community Relations Council. *Drop-In Centre for unemployed youth. *Welfare Rights with disabled group.
CEW 3	1 Neighbourhood - Family Centre, Campaign for youth facilities, youth club, training youth leaders, Community Association, Survey of pre-school play group.	Long-term work with group of unemployed teenagers (over 18) eg Highland Expedition. Outdoor education.	*Adventure weeks organised by Perth CE Office, during summer.
CEW 4	2 Neighbourhoods - 2 Community Associations, 2 youth clubs	Drop-In Centre for the unemployed - run 'activities' programme'	*Adventure Weeks, organised by Perth CE Office. *Outdoor Pursuits. *Unemployed Highland Expedition. *10-week UVP Social Education Course at College of Commerce
CEW 5	1 Neighbourhood - Management Committee of Community Centre, youth club, starting mothers & toddlers group, tutoring M & T's Open University Course, Set-up Health Education/Keep Fit Group.	Resource Base + Organisation of Team. Programming computer. Organisation of rota system to staff resource base. Health and Safety Officer.	*Shop/Drop-In Centre. *Course on Neighbourhood Work. *Preparation of materials eg "Voluntary Organisation and the Law" pamphlet. *Preparation of directory of general info. for community groups ('Black Book') *Assistance to ABE

The work which we have categorised under the heading of 'less regular' required varying amounts of time and effort, and in some cases substantial amounts of administration were also necessary.

There appeared to be a high degree of consensus among members of the Team as to priorities for the future. One objective was to set up a 'Youth Crises Centre' to provide an emergency/advice service for young people in the inner city who were "unable to cope with legal, drug, housing and social problems of an acute nature"; to investigate and assess the need for a Solvent Abuse Advisory Service; to provide education and advice to parents, teachers and other professionals on solvent abuse; to combat the misuse of solvents and the rehabilitation of chronic users; and to provide "easier access to resources presently available to young people but of which they may be unaware". The Team also hoped to have contact with Adult Basic Education in developing information resources, possibly using the new computer, and learning packages in connection with the Manpower Services Commission's "Right to Learn" Scheme. There was on-going work on Outdoor Education which had already begun with a group of unemployed adults aged 20-30, as had work on preparing an Urban Aid Project for one estate within the inner city. Another major area of development concerned the establishment of the Resource Centre. The Team was not satisfied that their existing premises were adequate for this purpose and wanted to secure a location for the base much closer to the city centre.

Comments on the Programme of Team A.

On its own assessment this Team had a number of achievements to its credit. However there was little complacency about its success and several workers expressed their concern about the need for more regular and rigorous evaluation of their own efforts in future. In particular the outdoor education work, the "unemployed highland expedition", an Anti-Dampness Campaign and several other pieces of good neighbourhood work, were seen as achievements.

In their evaluative comments on their own work, Team members did not refer to the organisation of the Team itself. Nevertheless it was clear that sustained efforts had been made to operate on a 'democratic' basis, with regular Team meetings which at an early stage had been lengthy and detailed affairs. By the time of the study Team meetings were much less regular. The main reason given was that the summer's activities, including staff holidays, had temporarily made meetings difficult to organise. On the other hand there was some considerable concern about the organisation of the Team and relationships among members of staff in general at that time. In sum it was apparent that originally strong commitments to, and desire for, cooperative, supportive arrangements between members of the Team were becoming less strong. What had been intended as a supportive 'neighbourhood work' structure, for example, which in itself might have been seen as a creditable achievement, was providing in several instances little of the support and cooperation which had originally been intended.

The problems which were being encountered at the time of the study should not be exaggerated. Between them the members of the Team had a substantial amount of experience in various fields of activity including, in particular, youth work, community development work, outdoor education and welfare rights. Underlying their comments on the problems of working in the inner city there remained a strong commitment to their own work, to the principle of cooperation in Team work and there was too a concern for each other.

It would be unreasonable to expect a comprehensive analysis of the difficulties which were, nevertheless, being encountered by Team members. Interviews were conducted with each member of staff over the course of a week. However unfortunately, observation of field work was extremely limited since much of the Team's work was office-based at the time of the study. Most of the following comments have had to be based on what staff have themselves said about their work, and on comparisons and deductions made from their appraisals.

(1) Perhaps the most dominant impression was of the sense of insecurity and uncertainty experienced by members of the Team. The reasons for this, they reported, were the lack of guidance which they were getting from management in framing objectives, the lack of support in their day-to-day work, and uncertainty about the nature of support for their work at a political level.

(2) The geographical boundaries of the Team's area of work were less 'far flung' than those of most youth and community area Teams, where staff are by contrast centre-based. However the size and density of the population were unusual and the communities within the boundaries of the inner city were varied. The necessity for clear priorities of work was therefore no less accentuated than in other facts of the study area and was in several ways particularly acute here. A number of communities had been identified as priorities within the inner city, although several members of the Team were unclear as to the rationale and stressed that they had not been involved in the selection. Some early attempts had been made to assess the nature of existing provision in the area. However it appeared that the information derived from what was a far from comprehensive "community assessment" was piecemeal and had not been systematically pursued nor followed up.

(3) This having been said however it is important to point out that amongst the YC/CE workers interviewed in the course of research in the three regions, very few had undertaken even simple 'community surveys'. (A handful of staff of the total interviewed had conducted short questionnaires usually in connection with specific projects they had undertaken. Very rarely were surveys undertaken as a means of deciding upon priorities). In this respect the Team had moved beyond 'common practice'. Moreover several members of the Team stressed the importance of collaboration with other agencies in their area, including voluntary as well as other 'statutory' organisations, and the range of contacts with such bodies appeared to be extensive. So in this respect too the work of the Team appeared to be unusual.

(4) Considerable importance was attached by some staff to the Team's role as a 'resource agent'. Sustained efforts had been made to secure a base nearer to the centre of the inner city, where they hoped to set up a resource centre and proportionate frustration was experienced when their efforts proved fruitless. There did appear to be a danger however that the overall work of the Team was being steered towards 'resource provision' at the expense of efforts to secure more effective outreach and direct contact on their own ground with existing and potential participants and non-participants. 'Resource provision' is not necessarily at variance with community development objectives and may be an important ancillary service which community education organisations can make available in local neighbourhoods. (One current trend in community education it is to be noted, strongly favours the establishment of advisory and resource centres such as YES - "Youth Enquiry Service"). However resource provision can be no substitute for sensitive, developmental outreach work (where goals and principles are clarified through a process of negotiation) and may in the end divert attention from the long term objectives of community development work.

(5) Some staff reported their frustration about the quantity and range of their commitments which hindered them developing sustained work with particular groups of participants. At a general level, they recognised this situation pointed to a need for clearer and more systematic setting of priorities. However recognition of the difficulties involved in pursuing many commitments simultaneously did not provide a solution to the problem of what kinds of work were 'appropriate' priorities. Leaving aside the fundamental question as to how priorities emerge in community work (and how they are or should be negotiated) several points may be made in relation to the Team's programme

which are dealt with more generally elsewhere in this Report. Much of the sustained work by members of the Team was embodied in their 'neighbourhood' commitments. In the main neighbourhood work appeared to consist of substantial administrative and committee responsibilities with community association management groups. Several of the Team undertook supervisory responsibilities for youth clubs within their areas. However much of the direct work with participants was left to club leaders and part-time staff. There were some notable exceptions - the Anti-Dampness Campaigns, Outdoor education with an unemployed group, and OU course for mothers involved in a Mothers and Toddlers group. In these cases the educational role of staff became more explicit than was frequently the case and a 'structure of work' began to emerge. An important feature of these cases was that more structured educational work emerged out of the more informal contacts which staff had with participants and such developments were not looked upon as "imposing" external views of local needs.

(6) The kinds of involvements which have been mentioned, entailing more structured educational opportunities and openings for direct collaboration between Team members and participants over sustained periods of time were examples of practice with a high degree of developmental potential. Apart from the need to give such work a higher priority among the objectives of the Team, there were clearly a variety of ways in which such work could have been furthered. Of particular importance was the need for closer liaison and collaboration with regional Adult Basic Education groups. In addition if such work were to become an established priority among the Team's objectives staff would need access to resources for employing part-time leaders and tutors with a capacity to assist structured learning and to develop, alongside members of the Team, innovative and responsive outreach education.

(7) From an organisational point of view, at the time the study was carried out, the Team seemed to be entering an impasse. There was on the one hand a strong commitment to democratic arrangement and planning of Team work, which had in the past been managed by means of lengthy Team meetings. However this apparent consensus about objectives (which had been outlined in the previous section) concealed deeper differences of orientation between members of staff, and so far they had not found means of resolving the tensions which were beginning to emerge.

(8) In this respect the Area Community Education Organiser might have been expected to act as a catalyst. However such an 'intervention' appeared to have been precluded by earlier agreements between Team members concerning what they saw as the need for cooperative and democratic management of their affairs. For this reason, whilst several of the Team felt the ACEO should take a more leading role in certain

aspects of Team management, they appeared unwilling to accept any intervention which might jeopardize those democratic procedures. The ACEO himself was aware of these difficulties but was unwilling to "play a heavy hand" and felt that the Team was passing through what he termed a "learning experience".

(9) Several of the organisational problems seemed to stem from the existing division of work amongst members of the Team and, paradoxically, from the interpretations of staff concerning their commitments to democratic and cooperative practices. In themselves these principles were unassailable. However it appeared for example that whilst all members of the Team were committed to substantial responsibilities for neighbourhood work, 'other' involvements which frequently brought into play the specialist skills, knowledge and experience of individual members of staff, were precluded. Thus it was only by taking time out from neighbourhood work, which inevitably ruptured the structure of support of the Team as a whole, were individual members of staff able to pursue more specialist areas of work for sustained periods of time. The recognition by members of the Team themselves of their different areas of specialist interest and skill and the establishment of arrangements to allow staff to follow these up would have done much to reduce the tensions which had developed.

Conclusion

The notion of community development fundamentally calls into question the effects of community education from the point of view of action and participation. Some staff, as discussions with members of the Teams described in this chapter showed, saw community development in certain senses as a 'branch' of C.E. work. For example they tended to see it as the antithesis of centre-based activity. The special skills needed for 'neighbourhood work' and outreach were stressed. Special emphasis was attached to "process" in relationships between community workers and participants. However some of the confusion about the meaning of community development arises because many staff do not distinguish community development work from their other involvements, much of which are tied up with centre administration. A paradox, which is discussed in more detail elsewhere in this Report (cf chapter on I.F.E.), is that community development as an objective raises far more questions than at present can be answered.

The problem then is as much one of goals as it is of appropriate organisational structures. The one cannot be uncoupled from the other.

However it is important to be clear what is being said here. From discussions with the Teams described in this chapter, from interviews with other YC/CE workers and through observations of their work, it was evident that many staff were talented at getting on with and relating to participants. In some instances we came across deliberate attempts to secure participation (in summer playschemes, for example) had achieved impressive results. This 'interpersonal' level of work was and is of unquestioned importance. Some staff were very good at it. It was the level at which the most concrete objectives of both Teams were 'pitched', and at which they felt most at ease in discussing what they were trying to do. Given much of the radical rhetoric which is often associated with C.D. the modesty of the aims expressed by members of both Teams was striking. In their situation as one worker indicated social change was a distant (if emotional) attachment - the bulk of their work was about trying to stop things getting much worse for people in their area rather than trying to improve them very much. Moral consider tions surrounding definitions of needs, goals and the 'intervention' of professional staff in local processes of action and change, were important. Particular 'target' groups could be and were identified - as were 'the unemployed' in both areas. Achieving good social interaction appeared to be one main objective of such work-groups of unemployed people supporting each other, achieving a certain 'cohesion', obtaining information about benefits, 'rights' and useful support services. Beyond those objectives staff were anxious to encourage such groups to define their own views and to assist them as far as possible to set about achieving their aims.

Members of both Teams tended to avoid talking about their goals in explicitly educational terms or were anxious to stress that their educational role was "informal" and unstructured. This was particularly so in the case of Team B, but in both Teams the 'educational' role of staff was not differentiated from the rest of their ongoing work. Team A, as has been noted already, had begun a small number of distinctive, structured educational initiatives, although it was not clear how these were going to be developed in future, nor with what resources. In addition, certain members of Team A were specially aware of the problems from an educational point of view of adopting a 'non-interventionist', 'quasi-responsive' stance. They were anxious to become more "pro-active" (as it was put) in an educational sense, although they were uncertain as to how a more pro-active role might be achieved and justified.

In this context the questions which were being raised pointed beyond the level of the interpersonal and brought staff explicitly to reflect on the danger of 'falling back' on the assumptions that all activity was good in itself and that 'social education' was continuing wherever people were participating. As one writer who would locate himself in a liberal tradition of thinking on these issues comments (Plant, 1974: 58) participative activity may help to develop communal ties. But rarely is 'participation' discussed in the context of wider social and political realities "the obdurate and organised nature of which has led to community work", in order to see what are the real possibilities of hopes for participation in and development of an actively democratic, liberal community. There is, he stresses, a "hiatus" in community theory and a need to consider issues of elitism, pluralism, bureaucracy, democratic theory and organisational theory, without which the aims of community work are "chimerical".

Moving them from considerations of goals to issues of organisation, the interdependency of these sets of considerations was underlined by perhaps the most frequently mentioned problem by members of both Teams: the lack of support and guidance from management in general about priorities and the lack of consistency in management support for particular areas of work. Staff in both Teams felt it was up to them what they did, and felt that frequently management had little idea what they were doing. (Although there were certain 'political' limits which, if over-stepped, were likely to bring down wrath from on high). Communication was one area of difficulty, which was particularly acute in the case of Team B whose staff evidently saw themselves as being at the bottom of an elongated hierarchy of officials. Freedom of action was not seen as a particular advantage. Staff appeared more concerned with the 'threat' of too much freedom. (Members of Team A for example were specially concerned to avoid aimless 'ad hocery' and to evolve means of evaluation the effectiveness of their work.) In these instances an understanding of staff perceptions of their own work was particularly important.

In their organisation the two teams differed a lot. Team A's 'supportive structure' of neighbourhood work underlined a commitment to democratic collaboration. However the researcher felt that in spite of its theoretical advantages this 'supportive structure' was not in practice helping to overcome more fundamental problems of collaboration. Rather it was perhaps hindering the development of more effective 'specialist' work.

In the case of Team B, the majority of staff were centre-based. Much of their day-to-day work was concerned with the administration and programming of their separate centres. Probably the most important outcome of the "team approach", which had been assiduously fostered by the team leader (by contrast with Team A), was in terms of the general morale of the members of Team B. As we have seen, the "mobile" staff were deployed on an 'area' basis, to cover communities which did not possess centres. The system of organisation in Team B, for which it must be recognised the workers were not themselves responsible therefore prevented the work of mobile staff being integrated more closely with that of centre-based community workers.

Despite some important differences between these two Teams and between them and staff in other parts of the area studied, there were nevertheless many similarities. In the case of Team B morale did appear to be higher than amongst many staff in other areas. However observation did not reveal any particularly noticeable differences in the day-to-day activities of the community workers, from those in which staff were involved elsewhere. In the case of Team A 'new' patterns of organisation were evolving and staff did notpossess the routine administrative duties of centre-based community workers. However as has been indicated the advantages of such new organisational patterns remained, for several reasons, to be realised. In both Teams staff did not question their responsibilities for 'generalist' neighbourhood work along well established lines, and their systems of organisation in different ways reinforced these commitments.

Interestingly, members of Team A had followed up a limited number of 'specialist projects'. Some of these involved initiatives of a distinctively educational character (e.g. the OU work with a mothers group; the outdoor education project with groups of unemployed young people). Nevertheless these specialist commitments appeared to be in a kind of 'tension' with their general responsibilities within the Team itself and for neighbourhood work.

In terms then of the Alexander Report's recommendations, progress has been slow along the road of integration between adult education and community development initiatives. In the case of Team A, there was a limited amount of collaboration with the Adult Basic Education Unit in the Region, although the ABE base was situated in the same building. As we have noted elsewhere a regional policy decision had cut non-voational adult education provision and Team A's members appeared to have little or no contact with any existing voluntary Adult Education Associations. In addition few resources appeared to be available for employing appropriately experienced and skilled tutors to help develop innovative educational work. Similarly, in the case of Team B there was a very limited amount of contact with staff of the Informal Further Education Division of the C.E. Service, little if any contact with ABE and few resources to appoint additional staff with appropriate skills to develop distinctively educational initiatives.

The evidence then from these two Teams, we believe reinforces the view that adult education (where it exists) and community development work continues, (with the exception of a few instances) substantially according to well-established patterns, which do not generally influence or 'inform' each other.

Community development was seen as having an "educational character". However this was usually interpreted in informal and unstructured terms as an 'additional' outcome of contact between staff and community groups or as a by-product of local activities. For these reasons there were particular difficulties attached to attempts to discuss with staff the nature, function and practice of their roles as educators.

In the case of Team A there were some notable instances where outreach was involving groups, who would not traditionally have participated in Adult Education classes, in educational activities of semi- and more structured kinds. However the expansion of such work was seen as only one of a number of priorities (and did not appear to be among the highest). In the case of Team B outreach work was constrained by responsibilities for centre administration for the majority of Team members. As far as mobile staff were concerned their work was inevitably 'outreach' in nature. However it was here particularly that objectives tended to be defined mainly in traditional 'community work' terms, stressing the informality of educational outcomes.

'Outreach work' was seen as an important concern for both Teams. Nevertheless 'outreach' in C.D. work, from the evidence of our research, did tend to follow well-established patterns and practices.

Finally, staff were concerned about the effectiveness of their work. They were committed to it although they freely admitted results were frequently slow and of an indefinable kind. One team was particularly concerned about the problems of evaluation arising from these circumstances. They particularly stressed the need for better communication with, and more support and guidance from management. Although clearly from the evidence which has already been discussed, there were additional problems relating to their own organisation and priorities.

CHAPTER 10

A District Sports Centre and Swimming Pool

A Sports Centre in Dunfermline District

Background, Facilities and Staffing

The centre began as a PE College in 1904 and in the twenties and thirties developed public baths, swimming and Turkish bath facilities. These were run by the Borough Baths Department. With local government reorganisation the centre came under the District Leisure and Recreation Department which does not include museums, libraries and art galleries. The building is listed and central government grants were available to redevelop the building into a wet and dry sports centre. The building was closed for three years while work was carried out and opened in April 1982. The approximate cost was £1.5 million.

The building now has:-

1 A swimming pool
2 A large multi-purpose gymnasium - badminton, volleyball, keep-fit, table-tennis
3 A fitness room and multi-gym
4 Aeratone, sauna, Turkish bath and solarium facilities
5 Rooms suitable for such activities as karate and dancing

A second phase of development is now in progress and involves the construction of two more swimming pools, including a learning pool, and a licensed social/cafe area. The cost is approximately £1.5 million. A planned third stage involving squash court construction has not yet begun.

There is a separate building less than a mile away which is managed as a part of the centre and has:-

1 A sports hall for badminton, basketball, trampoline, five-a-side football, gymnastics
2 A room for ballet, country dancing, meetings, carpet bowls and carpet curling
3 A small meeting room and kitchen

Both buildings are fairly centrally situated in the main borough of the district. Staffing is as follows:-

1 Manager
1 Assistant Manager
2 Supervisors - administer building, staff, machines, equipment

2 Qualified Plant Engineers
3 Reception Staff
3 Secretarial Staff
2 General Attendants (for the separate building)
6 Pool Attendants
4 Changing Room Staff
2 Dryside Attendants
5 Health Therapy
2 Day Cleaners
2 Night Shift Cleaners

The above is an indication of the ratio of professional staff employed in District Leisure and Recreation to skilled manual and manual staff.

Policy, Objectives and Management

The policy is to provide a modern recreation centre "making available what people want in the way of sport and recreation" and to move away from the restrictive image of the old 'baths'. The facilities are not specifically designed for high grade competition, although high standards are developed in some of the clubs, and the development of recreational sport and general physical health are the major objectives. It is hoped to develop social aspects of recreation and sport through the provision of the licensed cafe and social area in stage II of development. By providing facilities and an open, friendly and informal atmosphere in which people participate in various physical and recreational activities it is perceived that people may develop sporting skills, social confidence and a sense of physical and social well-being.

Management operates on the basis that the facilities are open to all groups and social classes and this is perceived as a democratic and classless approach to participation. However unemployed people can come in between 10 am and 12 noon and 2 pm and 4 pm at half price and there are reduced prices for OAPs and juveniles. The under fives come in free. The philosophy is that management and the development of leisure and recreation facilities are not at this stage concerned with social welfare and social issues. Arrangements are made however for once a week swimming sessions for mothers and toddlers only, adults only and families only sessions. There is also a creche run every morning between 10 am and 11 am patronised largely by women taking part in keep-fit and badminton. The creche is run free by the WRVS.

Management recognises that it is not enough just to open the door of the facilities and wait for people to come in and efforts to increase participation are largely based on marketing approaches and advertising in a competitive leisure and recreation arena.

No attempts are made to develop outreach approaches and there is minimal linkage with the regional Youth and Community Service. The Manager and Assistant Manager would themselves have little time to develop outreach approaches partly reflecting the smaller number of professional staff in LR at district level compared, for example, with the number of professional staff employed in the regional Youth and Community Service.

Staff at present then have little time to move out of a policy of letting facilities and filling them with as many participants as possible, into more socially concerned policies related to the involvement of, for example, such groups as young mothers and the unemployed although there is now a UB40 unemployed club using the multi-gym regularly. The major criterion for effectiveness is the number of people using the centre and not the characteristics of individuals and groups who use it and for which purposes. Most casual use is during the day with clubs taking up most of the time in the evening. This is particularly true of the dry facilities. Frequently the only way to participate in the evenings is to join clubs and groups. This approach does tend to discourage participation by the unemployed, lower income groups and many women due to costs, travel, timing and the lack of initial skills, fitness and equipment needed to join in many of the sports. This is particularly true of the separate hall where in addition to the domination of clubs in the evenings, there is little usage during the daytime.

The centre is usually fully utilised in the evenings by clubs run by private instructors who hire the facilities for their clubs. This is not so marked in the swimming pool where public use takes precedence over clubs. Nevertheless clubs do have exclusive use of the pool on 4 or 5 evenings per week from 5 pm or 8 pm. The private instructors charge fees to the participants from which they make an income. This letting policy does, in a sense, privatise public facilities and restricts casual usage but it does fill the facilities on a regular basis in a way which does not involve hard-pressed professional members of staff in further work. There is a view that they would prefer a situation in which they could employ their own part-time coaches and instructors and in that way have greater control over the nature and quality of the programme and possibly over the nature and social pattern of participation. Despite the fact that such a system would probably be self-financing there would perhaps be greater financial risk involved and it would be against the pressure being exerted on the district to reduce the number of employees in local government. There has been some movement in that a small number of courses and events are being funded in association with the Recreation Officer and the District Sports Council. In addition swimming lessons for all age groups began in September 1982. These may represent ways forward in involving non-participants but much remains to be done in this area. The situation in which it is not possible to employ part-time instructors or to assist financially with the coaches employed by, for example, an amateur swimming club contrasts with the Regional CERS which has a budget to employ instructors. This discrepancy in policies between Region and District is an indication of the lack of unified and corporate approach to the development of leisure and recreation in the region as a whole. The Leisure and Recreation Committee at present is, on the whole, quite satisfied if the Centre is full and paying its way and the feeling is that the centre might 'go to the wall' unless it pays its way as far as possible. In these ways more innovative approaches to programming; involvement of more 'disadvantaged' groups; greater control over the nature and quality of use of public facilities and the possibility of employing part-time coaches and instructors needed to carry out innovative programmes are diminished. Management at present has little space or time to develop outreach approaches and linkage with other educational, recreational and social activities although schools use the pool 4 days a week during public sessions. This situation is influenced both by shortage of professional staff and a marketing approach to participation based on the view that each individual exercises freedom of choice unfettered by social, economic, historical and cultural patterns. This is not to say that present participants do not enjoy and benefit from the facilities. The evidence is that they do and that the quality of many activities in both recreation and sport is high. Management also strive to create a friendly and relaxed atmosphere in the Centre. But the analysis does suggest that the main criterion for success based on the number of people using the facilities is restrictive in the sense that it discourages approaches which could involve more traditional non-participants and developmental approaches involving other agencies.

Policy at present opposes membership for participants and they are not involved in decision-making on the programmes or in the process of management. Management reports to a Steering Committee which is a sub-committee of the Leisure and Recreation Committee. While management has a high degree of autonomy in the day-to-day running of the centre they are not much involved in the development of overall leisure and recreation policies. It is then a structured and hierarchical management style and organisation.

The Programme

Swimming Pool

The pool is the most popular facility in the centre and the once a week mothers' and toddlers' sessions, family sessions on Saturday mornings and an adults only evening session are particularly well attended.

The number of users from April 1982 to 28 February 1983 were:-

Adults	63,438
Juniors	98,703
OAPs	3,123

Averages

Adults per week	1,379
Juniors per week	2,145
OAPs per week	68

500 children per week from schools use the pool during public sessions. A swimming lesson programme for all age-groups begun in September 1982 at £3.50 for six lessons. Two swimming clubs hire the pool up to four evenings a week and on Saturday mornings. The problem with these figures in that they do not tell us who is coming apart from their ages and this reflects the marketing approach of management. The impression held by management is that the bulk of users are male and in their early teens 11 - 14, but that an increasing proportion are women. It is considered that the majority of users are working class and that this is especially true of use of the wet facilities.

Turkish, Aeratone, Sauna, Sunbeds

Management feels that these areas are popular though usage could be higher. The sunbeds are particularly popular with women and Saturday night mixed Turkish bath sessions began slowly but are now attracting over 25 customers on each night.

Number of Users from April 1982 - 28 February 1983

Turkish	7,134	Average per week	Turkish	155
Aeratone	3,557	" " "	Aeratone	77
Sauna	8,960	" " "	Sauna	195
Sunbeds	8,467	" " "	Sunbeds	184
OAPs Turkish	1,724	" " "	OAPs Turkish	37
OAPs Aeratone	1,690	" " "	OAPs Aeratone	37
OAPs Sauna	305	" " "	OAPs Sauna	7

Management considers that women between 30 and 40 predominate in use of Turkish, aeratone and sunbeds. There is no firm view on participation by social class.

Fitness Room

Number of Users April 1982 - 28 February 1983 - 13,768

Average per week - 300

The facility is very well used. It was dominated by men at first but women are using the room in increasing numbers. Some of the keep-fit classes utilise the facility. The firmly established UB40 club meets there twice a week for an hour and finishes with half an hour's swim. The club has approximately 20 members. One high school uses the room twice a week and a junior high school uses it once a month. The room is used largely by young male sportsmen.

Gymnasium

Lets April 1982 to 28 February 1983:		
	Full Lets	- 218
	Half Lets	- 108
	Courts	- 4,302
	Table Tennis	- 1,338

Badminton is the most popular activity. Table-tennis fluctuates. In February the lets in the gymnasium were as follows:-

Keep Fit Classes (hired by private instructors)	4
Gymnastics	4
Karate (hired by private instuctors)	1
Scottish AGA	2
Volleyball	2
Archery Club	5

Karate/Dancing/Keep-Fit Room

Lets April 1982 to 28 February 1983 - 688

These are classes run by private instructors who hire the room and charge fees to particpants.

There are six keep-fit clubs, two karate clubs, two swimming clubs, one sub-aqua club and one water-polo club. These together with dancing classes, gymnastics, volleyball and archery clubs account for most of the private lets.

In an attempt to increase participation a Come and Try/Sport for All Week was held in October at which clubs demonstrated their sports and activities and the public were invited to try them. Future events and innovatory courses with assistance from the District Sports Council are to be held.

In the separate hall the domination of club activity and private lets is demonstrated in the weekly timetables as at September 1982. Workers are clear that unemployed and lower income groups do not benefit a great deal from the facilities. There exists which is described as cut-throat competition from clubs

SEPARATE HALL: DOWNSTAIRS FACILITIES

	9 am	10 am	11 am	noon	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm	10 pm	11 pm
Monday	← Public Use →														
Tuesday				Club League Lunchtime 5-a-side Football					← Club Use → 5-a-side Fotball		Badminton ½ hall		5-a-side Football		
Wednesday		Ladies morning Badminton club							St Paul's Church Badminton		Civil Service Hockey	Dunfermline Basketball Club			
Thursday				Club League Lunchtime 5-a-side Football				Badminton →		Amateur Football clubs		Volleyball Club			
Friday				Club League Lunchtime 5-a-side Football				5-a-side Football Football			Carnegie Badminton Club →				
Saturday	Club 5-a-side Football			Nairn Travel Volleyball Club →						Dunfermline badminton Association League →					
Sunday							5-a-side Football			St John's Badminton Club					

SEPARATE HALL: UPSTAIRS FACILITIES

	9 am	10 am	11 am	12 am	noon	1 pm	2 pm	3 pm	4 pm	5 pm	6 pm	7 pm	8 pm	9 pm	10 pm
Monday									Ballet, Tap, Keep Fit Classes (lounge)		FETPU (meeting room) Collect union dues				
Tuesday	OAP's (room 1)						Bridge Club ⟶ (room 1)		Ballet, Tap, Keep Fit Classes (lounge)						
Wednesday	Yoga (lounge) Creche (room 1)						Retirement Group (lounge)				Scottish Country Dancing (lounge)				
Thursday															
Friday	Badminton ⟶ Creche								Ballet, Tap, Keep Fit Classes (lounge)						
Saturday		Ballet, Tap, Keep Fit Classes (lounge) ⟶													
Sunday								War Games Group (lounge) 1st & 3rd of each month ⟶							

for evening use and there is a need for indoor sports facilities which are more open to public use. The influence of management on the nature and quality of the programme is expressed largely through its decision on which club and group is to get regular block bookings. A block booking system is the easiest way to ensure that facilities are used and paid for but it is difficult to argue especially in the absence of effective outreach approaches, that it represents any recognisable principle of distributive justice to the public at large who are funding the facilities and this applies to the main centre as well as to the separate hall.

Comment

The selling of space and marketing approaches which do not take account of the needs of large numbers of the public for recreational and sporting facilities do not appear adequate. There is at present no mechanism for evaluation and review except in terms of overall numbers and the informal contact betwen management and members of the public in the centre. There is also no developmental linkage between recreational and sporting facilities and other programmes of youth and community work, adult basic education, informal adult education or other agencies which might assist in creating

(a) innovative approaches to participation in the centre which would lead to the involvement of sections of the public who are not at present benefitting from LR provision

(b) linked social and educational development.

The latter is important in that if LR workers are to be more deeply involved in the development of social confidence and awareness, and of physical and mental health in the communities in which they work they should see their work as being more closely integrated with that of other social and educational agencies. Some workers in LR are very much aware of this but are not in a position to obtain effective cooperation partly due to

(a) the emphasis in policy of 'selling space'

(b) lack of contact with workers in other appropriate agencies in the district and region who often do not perceive the significance of LR in relation to their own work.

(c) lack of continuing in-service education which could be jointly organised with FE, Y & C, IFE and ABE

(d) lack of participation in decision-making on the programmes by members of the public.

It is recognised that change in these areas would be gradual but such a re-orientation of thinking and practice could lead to a more efficient, effective and responsive leisure and recreation service providing a developmental programme for those who are at present non-participants. Linked recreational, social and educational programmes are capable of creating a continuum of activities which draw people with differing types and levels of needs and which treat people as 'whole' persons. If the major criterion of policy is that of filling the centre then once the centre is full policy is at a dead end and nothing more needs to be said. For those professionals in L & R who perceive the developmental and responsive role of the service, and these include the workers at the centre studied, policy requires much greater elaboration if funds are to be spent to the benefit of the whole community.

A Swimming Pool in Stirling District

Facilities and Staffing

There is a 25 metre pool, a learner pool and the administration offices on the ground floor. Upstairs there are sauna, solarium, and cafeteria facilities, a conditioning/fitness room and a medical room. The building was opened 8 years ago.

A Senior Recreation Officer (previously Baths Manager) is in charge of the pool. He has:-

3 Supervisors
1 Full-time swimming instructor
3½ Cashiers
6 Pool Attendants
8 Changing Room Attendants
2½ Cleaners
2 Sauna Attendants
1 Boilerman
1 Full-time and 5 part-time cafeteria staff
1 Doorman
2 Car park attendants

The level of public subsidy is approximately £400,000 pa and increasing.

Current levels of staffing can only maintain the level of services through holidays and peak periods through flexible periods of overtime. Only one professional leisure and recreation officer is involved although unlike the centre in Fife there is one full-time swimming instructor.

The pool is centrally situated in the main town in the district and the whole district is perceived as the catchment area. It is 400 yards from the railway station and 600 yards from the bus station. It is hoped that eventually a planned Phase II will be built to include an indoor dry sports centre with squash courts, games hall and fitness rooms.

Policies, Objectives and Management

The aims and policies may be outlined as follows:-

The emphasis is very clearly on general public swimming. The only lets of the pool are to a competitive club on Tuesday evenings and a handicapped swimming club on Thursday evenings. The competitive club has its own professional coach. The one full-time instructor gives lessons to adults. The District Sports Officer has organised a group of twenty women to learn how to swim under the aegis of the Sport for All Programme. This group comes to the pool twice a week. The Sports Officer finds funds to pay part-time instructors for the group and the full-time instructor helps out.

Unemployed come in free although they are charged half-price for the fitness room. The major problem in the community is identified by the Senior Recreation Officer in charge as unemployment and he considers that LR facilities can make little impact on the problem as only more job opportunities are capable of doing so. Only 4 or 5 unemployed people a week come for instruction and he roughly estimates that only about twenty unemployed adults come in per day.

There are no creche facilities and no ladies and toddlers mornings although there is a learning pool. There is no outreach work or emphasis on particular groups who might benefit and the view is that most users come in to relax and play so that the purpose of the facility is best seen in terms of recreational sport. It is perceived that the public want access at their convenience and that the task of management is to provide this every day. The first task is to provide clean, heated water and clean facilities for people to use as economically as possible and this priority consumes a significant proportion of the professional workers time. There is little in the way of innovatory programme development and change in activities. As most people come to relax, swim and play it is not considered that they need much organisation apart from the creation of an informal friendly atmosphere. The professional worker is an ex-competitive swimmer, swims every morning at the pool and has informal contact with the users and deals with any complaints immediately at the door. He also organises a 'Happy Hour' in which people have a free drink and a 'blether'. In these ways the professional develops good relations with some of the users.

It is the view that the public do not want membership. There is no management committee and no public participation in decision making on programmes and policy except through the channel of the elected councillors.

There is no linkage with Youth and Community workers or Adult Basic Education although the professional worker would be responsive to particular needs if these presented themselves and would not be averse to outreach work if this were encouraged and more links with other agencies made.

The Senior Recreation Officer in charge of the pool works directly to the Principal Recreation Officer who in turn works to the Depute Director of Leisure and Recreation and the Director. There is then a structured and hierarchical management system.

The Programme

Participation in general recreative swimming is high. On Sunday there is particularly high participation amounting frequently to 1,000 swims between 9.00 a.m. and 5.00 p.m. On one Sunday in June 1982 the breakdown was as follows:-

795	Juveniles
443	Adults
105	Spectators

The manager estimates that 75% of users are between the ages of 8 and 20 years and that the majority of the others are between 20 and 40. Not many pensioners or adult unemployed use the pool. He estimates that 65% of participants are male but that many families come especially on Sundays. He also estimates that the majority are working class but that participation is representative of the entire class structure. But these he emphasises are impressions and cannot be checked through the present system of collecting statistics.

The impression is that 95% come to relax and play and that perhaps 5% want to develop as competetive swimmers. The latter can be achieved through the competitive club. It is thought that more and more people from lower social-economic groups are taking advantage of the sauna and coming into dry sports which are new to them and previously thought to be outwith their range of activities and income. It is, therefore, thought important to achieve the second stage of development so that squash and other dry sports are available. Participants will then be able to diversify their programme which is largely based in the pool at present.

Comment

On the whole the assumptions on which policy is based are that if facilities are made available all groups in the community will take advantage of them. The evidence does not entirely support this and the means of collecting statistics does not allow for analysis which would confirm or deny it. That is the method of data collection is itself based on the assumption that all sections of the community benefit from the facilities so that it is not necessary to see to it that social and distributive justice is being achieved in practice.

As in the Fife Centre there is no doubt that the facilities are efficiently run and managed and that participants enjoy being in the Centre but that much more needs to be done in outreach work and in linkage with other and related areas of work in education and youth and community work if the facilities are to be more effectively managed in the interests of groups in the community which are not at present benefiting as much as they might be or at all.

CHAPTER 11

Sports Development

Introduction

Since the 1960's and particularly in the period since the reorganisation of local government, some local authorities have taken an increasing interest in the development of sports programmes and in the structures for sport which exist in local communities. Many district councils have set up local sports councils with varying degrees of executive responsibility for the administration of grant aid for sport. Some districts have appointed Sport Officers. Sports development has not, however, been restricted to the district level of administration. In the project's area of study, two regional councils (Fife and Central) have also been involved in sports provision for several years. Two aspects of the Scottish Sports Council's work have also had a remarkable influence on the development of local sporting initiatives viz. through its arrangements for grant aid and its campaigns, such as "Women in Sport".

Sports provision is one of the areas of apparent overlap between the district and regional tiers of local government, in particular between the work of the regionally provided CE/YC Services and district LR departments. Some CE/YC community centres in all regions have sports halls and other sporting facilities and many CE/YC workers are professionally, and also often privately, involved in organising sport. As district LR departments have increasingly moved into the business of sports promotion, questions have begun to be raised about the administration and organisation of facilities owned by regional Education Departments. Issues of access to such facilities have been a particular concern amongst district staff.

However, the management and ownership of, and access to, facilities are not the only issues to have been raised in relation to sports development in the wake of the Local Government (Scotland) Act of 1973, the Stodart Report and the subsequent White Paper on the organization of local government. As early as 1967 the Renfrewshire Centralised Schemes were developed to provide intermediate steps for school pupils to progress from formal and informal curricular involvement in sport to become members of community based sports clubs. There has been a failure to link, administratively and organisationally, the respective structures of involvement in school and community sport; and the failure of many school students to become actively involved in sport after they have left school has frequently been emphasized. A good deal of attention is now being turned on this phenonemon which is now often referred to as the "Wolfenden Gap", (Wolfenden Committee, 1960). There are now in several areas, programmes of sporting activities, which are offered by local authorities to a variety of different groups. These programmes have in a sense superseded the provision of older agencies of "cultural training and recreative activities" /Education (Scotland) Act of 1946, Section 1 (5)/. However organizations such as the Youth and Community Service do continue to provide sports programmes. However, the relationships between the older and newer local government agencies involved in the fields of sport and recreation have never adequately been clarified, and the situation of concurrent provision between regional and district authorities has not helped to resolve any tensions which may have arisen as a result.

The following case studies provide brief descriptions and some evaluative comments on three sports development programmes in the project's study area: one at a regional level and two district programmes. In each case the questions to be asked revolve around three sets of issues: patterns of organisation, management and policy making; the effectiveness, as far as can be judged of different patterns; and the problems and issues which emerge.

1 Dundee City Sports Development Scheme

"Sportscene '82", the latest venture in sports development in the district of Dundee City, is the least elaborate of the three schemes in terms of organisational arrangements. Until recently it has been run within the Parks Administration, and has been coordinated by the Depute General Manager of the Parks Department. A Sports Officer, appointed by the district council in 1980, who has now filled the newly created post of LR Director, will have responsibility for the scheme in future. There were no full-time professional staff employed exclusively on the scheme in 1982. Sportscene '82 ran between May and September with the assistance of large numbers of club coaches and staff of other agencies, for example, the local branch of the YMCA and the Regional Outdoor Education Team. The wide range of activities indicated on the attached programme (Table 11.1) took place mainly in district owned facilites. All coaching was given free of charge by volunteers from the sporting bodies involved and no costs were incurred by the Parks Department.

The schemes were intended to provide 'taster sessions' in a wide variety of sports, for beginners and for those who might not otherwise have a chance to participate. From the point of view of the Parks Administration the schemes encouraged increased usage of district facilities. They also provided a framework within which local efforts in conjunction with nation-wide campaigns /such as Women in Sport (SSC) and National Health Week/ could be incorporated. From the clubs' points of view, the schemes provided coaches with a valuable point of contact

DISTRICT OF DUNDEE CITY, PARKS DEPARTMENT - SPORTSCENE 82 PROGRAMME

Sport	Special Groups	Other Agengies Involved	Months
Football 5 a-side	Under 10,11,12,girls' team	Dundee F.C.	May, August, Sept.
Tennis	Prudential Coaching Scheme		May, June June, July August
	Women In Sport	Women's National Coach	June, July, August
Hockey	Women in Sport	Midlands Hockey Association	August, September
Athletics		Hawkhill Harriers	May-September
Golf	Women in Sport		May-September
Cycling	Women in Sport	Heatherbells Cycle Club	May-September
Boxing	Ages 7-16		May-September
Bowling	Women in Sport		May-September
Baseball			May-August
Netball		Scottish National Coach	June-August
Basketball			July-August
Racing Pigeon Management		Private Lofts	May-September
Canoeing		Dundee White Water Canoeing Club	April-October
Grass Skiing		Ancrum Outdoor Education Team	May
Ju-Jitsu			May, June, August
British Draught Championships			July
Sub Aqua	Women in Sport	Sub-Aqua Club	September
Health Week			July
Orienteering			July, August
Sailing		Dundee Sailing Club	
Keep-Fit		Scottish Women's Keep Fit Association	August, September

Table 11.2

SPORTSCENE 82: FIGURES FOR ATTENDANCE (1982)

	APRIL	MAY	JUNE	JULY	AUGUST	SEPTEMBER	TOTALS
FOOTBALL	97	119					216
TENNIS	20	92	126	90	74		402
HOCKEY					34	63	97
ATHLETICS	280	300	400	425	400	400	2,205
GOLF	561	179	201	172	171	146	1,430
CYCLING	15	77	75	85	39		291
BOXING		241	342	140	105	30	858
BOWLING		29	41	33	39		142
BASEBALL		62	78	54	51		245
NETBALL			128	15			143
BASKETBALL				330	268		598
GRASS SLOPE SKIING		68					68
JU JITSU		67	78	104	163	110	576
SWIMMING	70						70
HEALTH WEEK				2,000			2,000
ORIENTEERING	30			60			90
BRITISH DRAUGHT CHAMPIONSHIP				300			300
KEEP FIT					120	161	281
SAILING CANOEING RACING PIGEON MANAGEMENT							150
							10,162

with the general public, publicising their sports, and providing a pool from which promising talent could be drawn. Tournaments and challenge matches were also advertised through the sportscene programme. There was therefore a trade-off which benefited all parties involved in the schemes.

The "Sportscene" is not however the only form of sports provision by the district council. There is a Disabled Sports Association and, at present, a limited programme of regular sporting activities for adults during weekday evenings take place in a small number of selected centres in various parts of the district, throughout the year. There is a local sports council, although sports grants in aid are mainly handled by the District Finance Committee. A substantial amount of competitive swimming also takes place in the Swimming and Leisure Centre. With this wider field of sporting involvement we are not here primarily concerned however.

From our observation it was clear that, even at the tail end of the sportscene programme when interviews were conducted, large numbers of people, young, middle aged and older, were taking advantage of the sporting opportunities being offered through Sportscene '82. We were informed by the coordinator that 8,000 had passed through the scheme since it had begun in May. Table 11.2 gives an indication of figures for attendance in the range of sports involved in the scheme, for the whole period from May to September 1982. Where appropriate, the groups were small enough to allow the coach to give individual attention to participants. It was clear that, without a heavy administrative super-structure, albeit with a substantial amount of coordination, and effort, time and enthusiasm on the part of particular officials and club coaches, a variety of sports opportunities were being offered and taken up by substantial numbers of people.

From a developmental point of view the scheme had obvious limitations. It was not clear how many who participated at a relatively low level, for the short period of the scheme, actually did continue to progress in their chosen sport by joining a club or by other independent means. The links between the Sports Development Scheme and the structures of competition at local, regional and national levels were not as close as in the cases of the two other schemes studied. It seems likely, therefore, that many of the participants in Sportscene '82 did so on a casual basis and that regular sporting involvement did not result from taster sessions offered by the Scheme.

A more sustained and systematic programme of sports development may be more possible now that there is a separate LR Department with its own director. Links with other sports agencies are likely to be a priority. If access can be obtained to sports facilities available in schools a great deal more developmental work may be possible without an unmanageable escalation of costs. However, the Regional Education Department is extremely cautious about community use of school facilities and the possibilities of developmental work in this direction appears at present to be limited.

2 Stirling District, The Local Sports Council

Sports development is only one of the functions of the District Sports Council, according to the strategy for "Sport in Stirling District, 1982-85".

The District Sports Council was established in 1976 and was one of the first of its kind in Scotland. Early on it was seen as an information service for clubs and formed a link between them, the local authorities and the Scottish Sports Council. It has responsibilities for promoting participation in district sport, advising on provision of facilities and assisting in research into "sporting use, requirements and needs". It administers the scheme of grant aid to sports clubs and acts in an advisory capacity to clubs, and to individual sportsmen and women in the district. A full-time Sports Officer was appointed to the District Council in January 1981 and from a figure of £7,000 in 1981, the Sports Council grant had increased by 1982 to £19,950. That for 1983 stands at £30,000. These figures are among the highest for any district sports council in Britain.

Clubs are encouraged to affiliate to the council at a fee of £1 per annum. The initiatives of the local Sports Council are often self-financing, but grants are obtained through the District Council and/or the Scottish Sports Council. Grants from the District Council are only available to affiliated clubs (and their members and officials) which are based in Stirling District. In 1980/81 there were 78 affiliated clubs. The current list of affiliations is over 90.

The District Sports Council consists of 4 "Officers" (3 elected members from the LR Committee of the District Council and the Sports Officer, as Secretary), twelve "elected members" nominated by affiliated clubs from all parts of the district, who represent four categories of sports (indoor, field, water, outdoor activities). There are 6 "Advisers", representing the District LR and Planning Departments, the Regional PE Association, the YCS, the Regional Sports Development Scheme, and the University of Stirling. A representative of the SSC sits on the Council as on observer. There are 3 main committees - an Executive Committee and two sub-committees, for Research and Finance. The Executive Committee consists of the 4 Officers, 4 elected members (one from each of the four sports categories) and chairpersons of sub-committees. Advisers and co-opted members of the local

Sports Council have voting rights on the committees in which they serve, but not at full Sports Council Meetings.

The Sports Officer who acts as secretary to the Sports Council, has administrative and executive responsibilities in all the major areas of work in which the Council is involved - that is to say in the arrangements for grant aid, for research, in organising sporting events in the district, in links between the clubs, the local authorities and the SSC, in sports development and in servicing the requirements of the District Sports Council. His background is in Physical Education. He completed a four year BEd in PE at Jordanhill and is in the process of finishing an MEd at Stirling University. His BEd included elements of Youth and Community and teacher training.

The Sports Development Scheme

Sports development is inherent in all aspects of the work of the District Sports Council and of the Sports Officer. However, there are also a number of particular sports development projects.

There is for instance a joint agreement between Central Region and Stirling District Council to develop table tennis as part of a joint attempt to bridge the gap between school sport and sport in the community. There is a proposal currently under consideration for a pilot project to improve the club structure of amateur football, and plans have been drawn up for a pilot fencing scheme, which was due to begin in the Autumn of 1982.

In the case of the Table Tennis Scheme the Region agreed to provide the premises, whilst the Sports Council was responsible for its administration and coordination. It is hoped, however, that this arrangement might be extended to include other sports. Although normally not more than one sport is to be added to the Scheme each year.

Apart from these projects, the Sports Council has recognised the need to provide for "special groups" on the principle of equality of opportunity to participate in sport. Opportunities for many people according to the three year strategy for 1982-85, "are limited by the existence of suitable facilities and access at convenient times". There is a shortage of certain kinds of facilities and existing ones are deficient in varying ways. Many are privately owned and there is an uneven spread throughout the district.

Four groups have been identified as special targets for further development work:

1 Women (a) school leavers, employed and unemployed
    (b) young adults, with and without young children
2 Disabled
3 Unemployed
4 Elderly
5 Rural Communities

In the case of the first two groups, development plans are already being implemented by the District Sports Council. The second two groups are not seen as major concerns for the Sports Council, but are considered to be the responsibility of the Regional YCS and/or the District LR Department. The fifth 'target', in the absence of suitable basic facilities for sport in many rural communities, is to be kept in mind as a long term objective.

The reasons for not including the unemployed and elderly in the scope of the sports development scheme are as follows. The pattern of activity of the unemployed is "fairly casual and unstructured". The District Sports Council feels that it cannot make a major contribution to such activities, but proposes that unemployed people should be assisted by the Region and the District LR Department to train and take qualifications with a view to organising sport for themselves. In addition, involving the elderly in regular exercise is not seen as the function of the DSC, presumably for similar reasons. In explaining why these groups are specifically excluded from the scope of the Scheme we have to turn to earlier documents, in particular Stirling District Recreation Officer's response to the report of the Working Party of District and Regional Officials on the "Strategy for Sport, Outdoor Recreation and Tourism in Central Region" (10.4.78). It is worth quoting at some length on the "main issues" underlying a policy for recreation and sport in Stirling District.

> "There is a need to clarify the different philosophies underlying formal education, community education and sport. We will simply state the rationale for physical recreation and sport, namely that Recreation is based on the play impulse - play for its own sake, without thought of moral improvement; the release of tension generated in work; and the catharsis of vigorous physical activity. Sport goes further in requiring a certain dedication which accepts the need for training, coaching and considerable inroads into leisure time. It also involves a high quality of skilled performance. These are not necessarily absent from education, but they are indispensable in sport.
>
> The implication is that community education does not subsume recreation and sport. The concept of community education infers questions of values which may not be similar to those involved in sport. The professional skills required in education and community

> education are markedly different from those involved in recreation management and sports administration and coaching. Competition is of questionable value in education, whereas it is central to sport."

Sport is then essentially about developing a high quality of skilled performance. It requires a degree of dedication and a central competitive element, and is therefore to be distinguished from Recreation and Community Education. It is not clear why the pattern of sporting involvement by unemployed people is casual and unstructured. For a variety of reasons this may often be the case in practice. However unless one posits some kind of inherent handicap, physical and/or mental, in the predicament of unemployment, it is not surely a sufficient reason why competitive sports opportunities might not be provided taking into account the special needs of unemployed people, particularly with regard to organization, administration and timetabling.

At a later stage the same document deals with priority groups and forms of provision and proposes that the sports strategy should be concerned with the following three groups in the order of priority listed:

1 Sport for All Groups
2 Groups with Special Needs
3 High Level Sportsmen and Women

It is evident, however, that there is some tension in practice between the above definitions of sport and recreation on the one hand, and the notion that the sports strategy should be concerned primarily with sport for all.

In the first place, it is extremely difficult to sustain logically discrete notions of mainstream and special provision as far as women are concerned. In practice provision for women may be seen as 'special' or at least different from normal, although, given that they account for half the population they can hardly be viewed as a minority group with special needs in the same sense as say the handicapped.

Secondly, as the Women in Sport campaign has shown the effort to get new groups of women involved in sporting activities has been most successful where a variety of low level, non-competitive, social and recreational opportunities have been offered at least in the initial stages. Increasing levels of female involvement in competitive sport within the existing club structures in the district, may have been one intention behind the "Women in Sport" Scheme. Never-the less the intentions of participants in many cases appear to have been different. They were more 'recreationally' oriented, within the terms of the definitions outlined above. It is to the credit of staff involved in the Scheme that attempts have been made to respond to the perceptions and needs of participants.

The question however remains: if the top priority of the Sports Council is sport for all, what is to be the relationship between conventional 'mainstream' sport for all projects and special provision, for example, for women? The principle of open, 'democratic' access on which mainstream provision is based apparently requires that there be at least some special provision, incorporated within it.

In view of the evidence of substantial latent demand, which this particular scheme has revealed there appear to be strong arguments favouring the establishment of other such responsive schemes for special groups in the district. Developments of this kind may not necessarily entail a modification of the conceptual distinctions between sport, recreation and Community Education outlined above. However, there may need to be a review of their practical implications particularly where provision is not being made by agencies other than the District Sports Council. The development of closely linked structures which will enable participants to see the connection between activities in different spheres of recreation, sport and Community Education and to pass more easily from one to another is also a priority, we believe. These arguments are elaborated in more detail at the end of this chapter.

Structures of Organisation and Collaboration with other Agencies

A number of supplementary comments should be made about the overall structure of the District Sports Council. Apart from the Sports Officer, no other full-time professional is employed in sports development by the District Council. There are a number of part-time paid coordinators, for different areas of work, who are appointed for varying periods of service as required. They are paid at a rate of £4 per hour, with an extra £1 an hour for the four hours per week allocated in their contracts to administration. Coordinators normally have a degree of expertise as well as interest in their area of work, but there are no particular qualifications required for their posts. The coordinator for the Women in Sport Scheme is an ex-PE teacher who is returning to paid work after bringing up a young family. The Table Tennis Coordinator has been lobbying, in his sparetime, for opportunities to develop the sport over several years. In the Women in Sport Scheme there are seven coaches, apart from the coordinator; in the Table Tennis Scheme there are 10. Coaches are also paid at £4 per hour. The coordinators are responsible for all the administrative arrangements, including publicity and the provision of creches where appropriate. The Sports

Officer tries to offer support and guidance to the coordinators, however in practice they have a substantial amount of autonomy within the guidelines laid down by the DSC. In one case more support would have been welcomed; in another, however, the coordinator was perfectly happy with the existing system of management.

The Regional Education Department supplies many of the facilities within which sports programmes in the District take place. The Department makes available lists of unemployed PE teachers who are often willing to become part-time coaches for the District Scheme. The District Sports Officer also sits on the committee for the Regional Sports Development Scheme and acts as Basketball Coordinator for the Scheme.

There is a Central Coordinating Committee for Sport in Central Region on which the Regional Council and the three Districts are represented. Further comments are made about this new central coordinating body in the section on the Regional Sports Development Scheme. There has been little contact with the Youth and Community Service or with the Regional Team of Adult Education Tutors.

Formal cooperation between the District Sports Schemes and other agencies in the field are ensured by means of representatives on the local Sports Council's Committees, although it was not clear in practice how the respective parties were to cooperate in future. There appear to be a variety of ways in which sports development in the district could be coordinated with the work of the LR Department and the Regional Sports Development Scheme. Suggestions have been made by the District Sports Council as to some of the ways in which it sees the work of the LR Department complementing its own, but so far little has come of these proposals.

A number of comments will be made in a later section on the relationship between the separate sports schemes of the Region and Stirling District.

Two Sports Development Programmes (Stirling District)

(a) The Table Tennis Scheme

Table Tennis is a rapidly growing sport, attracting players at all levels of competition. In 1981, for example, it was accepted as an Olympic Sport. However, the organisational basis for the promotion of the game in Central Region until recently, has been extremely limited.

The Table Tennis Development Scheme, initiated in 1981, is administered jointly by the Stirling District Sports Council and the Scottish Table Tennis Association under the Central Region Sports Development Scheme.

The aims of the Scheme are to promote the game in primary and secondary schools, to develop new table tennis clubs and to establish links between the schools and clubs. By these means it is hoped to create a structure which will provide low level opportunities for participation by beginners, and also higher levels of competition for players with developing skills. Better players are eventually introduced to the two adult clubs which exist in the district.

In future secondary school children will be involved, but at present the main clients are aged between 9 and 10 and participate in groups of approximately 20 members in 4 high schools and 2 YC centres in different parts of the district. The furthest flung centre is at Callander. The others are grouped in or close to Stirling. Two more centres have recently been added and it is reckoned that over 300 children have been introduced to the game.

A Primary School League was started in January 1982. There is also a Handicap Tournament and a Junior League. A Stirling District League was inaugurated, in the same year, to fill the gap between the junior and county leagues. Any child can enter at the lowest level of the league 'structure' and a number of primary schools have formed table tennis teams.

The budget for equipment in 1982 was £1200, of which £850 was being spent on new tables. Premises are on a free let from the Region. Coaching fees (at a rate of £4 per hour) totalled £800. The total budget for the year was approximately £2,000. The children pay a standard rate of 25p per hour which goes into the scheme's funds.

Over a hundred children passed their proficiency test at the end of the first year and there is one young player who is number two in the under 14 cadet range in Scotland, and who the coordinator hopes will make the 1988 Olympics. These are considered by the coordinator to be indications of the Scheme's success.

An emphasis is laid on the need to give individual attention to all players. However the opportunities for individual attention depend very much on the size of groups which turn up on a particular coaching night and there are dangers that where groups are as large as 20, certain players will be left to their own devices for long periods. More generally, the researcher was told that coaches themselves frequently lack the necessary confidence for their work, and that the basic coaching courses which they have to take to qualify, do not give enough grounding in communication skills. The coaches involved in the Scheme require regular support and guidance. These to some extent can be provided by the coordinator, but the quality of coaching in future will depend very largely on the ability of the Scheme to recruit more experienced teachers/coaches and/or the development of more adequate, systematic and sustained methods of in-service training.

The coordinator is particularly concerned at present with two other areas of developmental work. One relates to the need to sustain and encourage the enthusiasm of better players in the district, the other to the limited geographical spread of the Scheme within the area.

Although the National Table Tennis coach supervises and trains more advanced players from Central Scotland on Wednesday nights at Grangemouth, there is a need for a "centre of excellence" for the district, which might be based at Stirling. The second need is to reach into outlying areas. As indicated, most of the opportunities for involvement in the Scheme are based in or close to Stirling, and the coordinator wishes to start clubs for children in more remote parts of the district.

There is a lot of contact with one YC worker in Stirling, but there is little cooperation with the YC service as a whole. The Coordinator is not particularly inclined to develop work in youth clubs although potentially these might be sources of (so far) untapped talent.

(b) The Women in Sport Scheme

The approach adopted towards the Women in Sport Scheme demonstrates a close relationship between a national initiative on the part of the Scottish Sports Council (SSC), research at a local level, the definition of objectives by the District Sports Council and programme implementation based on the principle of positive discrimination. As such the Scheme has significant implications for the Sports Council's definitions of sport and recreation, for future sports programmes in Stirling District, and for wider issues and problems connected with sports development in other areas of Scotland. The Scheme also demonstrates some important differences of approach from that adopted by the Regional Sports Development Scheme. In clarifying these points it is necessary to begin with a brief consideration of some general issues relating to the provision of opportunities for and participation in sport by women.

An important feature of this Sceme has been the attempt to bring detailed local research to bear on the problems of implementing a programme of development. In a sense too the pilot projects which constituted the Women in Sport Scheme, described below, have themselves highlighted a number of crucial issues which might (if the District Sports Council was willing to continue its commitment to the Scheme) be the basis of a sustained programme of further action and research.

The following comments draw on the findings of the part-time researcher appointed by the DSC to monitor the progress of the project from early 1982, and on various discussion documents subsequently produced in connection with the Scheme.

A starting point for the research which was carried out in Stirling District, was the under representation of Women in Sport, "firmly established in national and regional surveys".

Nineteen sports were chosen for the DSC survey. (No attempt was made to measure participation in physical recreation activities such as walking or swimming for recreational purposes.) Of the nineteen, nine catered primarily for men; three for women primarily; four equally for men and women; in three cases the balance was not known. Two of the three "mainly women's" sports were chiefly for girls of school age - riding and gymnastics. Of the total of 10,059 players in the survey:

1460 were of unknown sex
8599 were of known sex
6818 were men (79%)
1781 were women (21%)

These figures do not give a complete picture of sports club membership in the district, since many clubs did not respond to the questionnaire.

The majority of the 1781 women in the survey were involved in a small group of sports: badminton, basketball, bowling, golf, hockey and tennis. Bowling and golf accounted for two-thirds of the total number. In only two of these sports, basketball and hockey, according to the researcher, did the majority of women involved compete regularly. In many sports clubs large numbers of the women involved, played mainly on a recreational basis, and were not involved in training and regular inter-club competitions.

These figures are used in support of the DSC's contention that women, particularly those with young children, experience inequalities of opportunity for participation in sport and that "many of the inequalities of opportunity are connected directly with the lack of facilities" and also the inability to gain access to facilities at convenient times.

However, the solution to these problems is not seen merely in terms of making more facilities available and accessible at times convenient to different groups of women. It is recognised that the low participation rates of women in sport are due to a much wider range of issues. These include the organisation and structure of clubs; the fact that some clubs are orientated towards male membership, that clubs may not wish to start sections for women's sports; the fact that males dominate the organisation, administration and coaching of most sports and the absence of women from these categories of involvement; the wider and more general patterns of declining involvement by girls in the course of their school careers in certain kinds of school sport and the fact that "when women leave school, unless they are already established in a sport or in a sports club it is often the case that physical activities (of a sporting kind) cease".

This is not the place to discuss these and other arguments in relation to the low participation rates of women in sport. What may be said here however is that in general terms these arguments indicate a perception that the problem of involving more women in sport is not merely a matter of providing facilities and adjusting organisational arrangements (providing creches and opening facilities at more convenient times). It also involves understanding how existing club structures deter many women from greater participation; it involves understanding how women who have participated enthusiastically in a range of sports in the early years of school, lose their enthusiasm later on; how women who are not involved in competitive sport after they left school view the desirability and possibility of more involvement when, for example, they may be severely constrained by their roles as mothers and wives.

One of the outstanding merits of the Stirling Women in Sport Scheme is that those involved in its coordination and in coaching, appear to have been particularly sensitive to what the participants have had to say about what they needed and wanted and have treated their task as much one of building confidence as of developing skills and fitness.

Women in Sport Scheme: Organisation, Finance, Programme and Participants

An interesting feature of the Scheme is the way in which different 'parties' involved in its organisation and funding have influenced the definition of its purposes. More significantly, the goals of staff directly involved in the implementation of the programme appear to have changed during the course of the project. These perceptions are important, and the District Sports Council should give them serious consideration in future.

In October 1981 Stirling District Sports Council approved a pilot project aimed at increasing the participation of women in sport. The project was prompted by the Scottish Sports Council's "Sport for All-Women in Sport" campaign which was due to be launched in 1982. The aim of the campaign, according to a report of of the pilot project, was to "demonstrate that participation in sport is healthy and serves as a useful diversion from work and domestic responsibilities". In particular the campaign "set out to increase the awareness among women in Scotland of the opportunities to take part in some form of physical activity and to convince them of the benefits of regular exercise".

Members of the District Sports Council were aware of the low participation rates of women by comparison with men in local clubs and sports competitions, which was confirmed by the survey of nineteen sports in the District to which reference has been made above. It was clear that there was room for a Scheme which operated outside the club 'structure' and which might provide women with the basic skills in a variety of sports, the fitness and the confidence eventually to join a club. Sports facilities are lacking in many outlying areas, and the clubs which do exist often "do not cater very well if at all for beginners".

Research and advice taken by the District Sports Council identified two groups of women which were the targets of the pilot project:

(1) School leavers - employed and unemployed
(2) Young Adults - (a category which in practice partially coincides with that of school leavers) including those "up to the stage of motherhood and subsequently mothers with young children who are frequently tied to the home".

Three sports were initially selected for development with these two groups: indoor hockey, basketball and table tennis. With the cooperation of the Regional Education Department five coaching centres were originally chosen because they were close to the main centres of population in the District. However, the public response was so great in the month preceding the launch of the project (March 1982) that an additional five centres were identified, bringing the total to ten centres. A part-time coordinator was appointed to run the project: to see that facilities were booked; to set up creche facilities; to see that there were sufficient coaches/unemployed PE teachers to act as staff. Participants were not to be charged, to encourage them to attend regularly. Although some centres came into the project at a later stage, each one ran for a period of at least ten weeks. Some, however, continued their programme until the end of June, when the school summer holidays started. At the same time a part-time researcher was appointed to monitor the progress of the pilot project.

Apart from the teaching/coaching centres, two leagues (for badminton and outdoor

6-a-side hockey) were set up and have become regular features of the competitive sports scene in the district. During July several teachers from the Scheme were involved in a "Fit for Life" programme during "Health Week". Fitness classes were organised for working women during the week and several local employers allowed their employees time off during normal office hours to participate. (Women from the District Council, British Telecom, The Department of Health and Social Security and the Central Regional Council, amongst others, took part.) During September there was a "Try a Sport" weekend when 87 women were given opportunities to try a number of different water sports, including water-skiing, board sailing and dinghy sailing.

As a result of the success of the Women in Sport Scheme's first block of courses which began in March, the Sports Council agreed to run a second block beginning in September for a further ten week period. The purpose of this second block was to ensure that the groups which had been set up in the first block would become self-supporting. The women were asked to pay 20p per hour, plus 20p per hour for the use of the creche. The balance was to be banked by the District Council, and disbursed at the end of the year to enable groups in each of the centres to pay for premises and coaches to continue their activities when the District Sports Council had withdrawn its financial support. The coordinator was to be maintained however, as a 'link person', to ensure a smooth transition to a new self-financing basis.

The total cost of the initial block of courses which preceded the summer holidays was £5,340. Grant aid was obtained from the Scottish Sports Council to cover these costs. The second block was estimated at approximately half this figure, since all the necessary equipment had already been obtained, and a further sum of £1,250 was requested from the SSC to supplement the budget.

During the two 'blocks' of courses which formed the main part of the Women in Sport programme during 1982, women were involved in a variety of different sports and physical activities including badminton, volleyball, basketball, keep-fit, popmobility, swimming, jogging, trampoline, short tennis, squash, table-tennis and golf. Typically a session of 2¼ hours would begin with a warming-up period, followed by practice of particular skills associated with a sport and a game, during which coaching would continue.

Participants tended to be young mothers in their twenties and early thirties who wished, as the coordinator put it, to "get out of the house, meet others and do something". However, the age range of participans in the Scheme was wide. In keep-fit classes in one centre for example participants' ages ranged from 18-71. The 40-50 age group was represented, although the vast majority of participants were mothers with young children. Most of the participants had been involved in sport when they were at school, but the majority appeared not to have been involved in sport since leaving school. Particularly in working-class neighbourhoods there was some difficulty in introducing the idea of playing certain sports like badminton, basketball and volleyball because of their middle class image, but it was found that in such areas many women were interested in opportunities for keep-fit sessions. Once they had agreed to participate it was easier to introduce them to other activities. Advertisements in the press and posters were the initial means used to publicize the scheme. But word of mouth proved to be the most efficient way of securing participants, although this method tended to attract a "hard core who go to everything". This however, was not seen as a special problem since many of the women involved were expected to move on, leaving opportunities for newcomers who would hear about the Scheme as it became established and word went round.

Issues and Problems

It is clear that the Scheme has revealed a demand for certain kinds of physical activity among women in the district who have not in the past made use of the opportunities available in clubs for participation in sport. The Scheme has demonstrated that such non-participants can be mobilised in potentially large numbers if the organisation and nature of the programmes offered are sensitive to their needs and aspirations. The research input on the implementation of the programme has been valuable. One indication of the overall success of the Scheme is that the participants are keen that it should continue. From an organisational point of view cooperation with the Region and the Scottish Sports Council has been crucial to the project's success. At a local level the Scheme's appeal has largely been due to the fact that provision was made within walking distance of participants' homes and that creches were available for the use of young children, whose mothers would otherwise have been unable to attend.

However the success of the Scheme has not been due to these organisational factors alone. A clue to some other reasons for its popularity was given by the coordinator in her comments to a conference of the Scottish Association of Local Sports Councils in June 1982.

> Staff and participants approached the Scheme "on a fun and enjoyment basis where everyone can have a go without embarrassment or self-consciousness. The feeling of belonging to a familiar group is important to them . . .
>
> Ultimately I imagined the hoped for outcome of all this initial

> interest and enthusiasm would be the establishing of competitive teams in the various sports to compete with other female teams locally. Here I think is the stumbling block. On the whole the women we attract don't want to be in a competitive situation. They prefer the enjoyment and leisure aspect of it all. Also I believe any woman who enjoyed sport at school or as a student or wherever and has sufficient interest will continue her involvement . . . This is not the type of person the Scheme attracts - but more the woman who was never particularly good at sport and therefore, lacks confidence in a competitive situation because of lack of skills."

These are crucial observations. They raise questions about the likelihood of the participants becoming involved in club sports, which was one of the original intentions behind the Scheme. They also raise questions about the potential success of the decision to put the groups which have emerged during the Scheme in 1982 on a self-organising, self-financing basis in future years. They raise further questions about the policy of differentiating sport and recreation which appears to underlie the District Sports Council's programme of development. For example, a suggestion was made in one group, during the course of the Scheme, that it should do some country dancing. This was not possible because the view in the Sports Council was that this could not be classed as sport and was more properly the task of the LR Department.

In this particular case the matter was not taken further with either the LR Department or the Youth and Community Service. We should not overstress the significance of this particular case. However, it does raise a number of more general issues. Contact with the District LR Department or the Regional YCS which had an officer based in the same premises might have enabled the fulfilment of an expressed wish in this instance. Inter-agency cooperation might in the case in question have enabled some or all of the group to develop other interests in addition to those with which the Scheme was mainly concerned. The problem of professional demarcation lines was highlighted for the researcher by the fact that in the same building one of the Region's Adult Education Tutors was based, developing educational outreach work with groups of women from the local community with, in some ways, similar purposes to those of the Women in Sport group. There was, however, only accidental contact between the "educational" and the "recreational/sports" groups. In this case there was scope for a variety of forms of linked work and collaboration between two agencies of local government, which would have contributed to the development of skills and confidence of the groups concerned. Such linkages would have allowed the agencies involved to pursue their own 'separate' purposes and, more importantly, provided opportunities for development among participants.

There is clearly a great deal of scope for development of the programmes which have been initiated so successfully through the Women in Sport Scheme. But this is likely to require a commitment in terms of staff and funding which, it appears, the District Sports Council has decided at present it cannot afford. From 1983 the Scheme is to run on a self-financing basis. Many of the existing groups may continue to operate, particularly if the present coordinator continues to support and encourage those which have been started, at least for a short transition period. It may be that the task can and should be taken up by the LR Department in Stirling District as distinct from the local Sports Council. In any case there are significant indications that with more part-time staff to work for example in outlying areas and with working women in the evenings, with a secure budget for the future and with a better framework of support between the Council, the coordinator and the coaches the Scheme might achieve an even greater degree of success than before.

3 Central Region: Sports Development Scheme

Central Region's Sports Development Scheme originated in a report produced in August 1976 by the Regional Training Officer of the Youth and Community Service following discussions between the University of Stirling and the YCS on the joint use of sports facilities. Regional sports provision has therefore developed concurrently with the work of Stirling's District Sports Council. However, sports development at a regional level has gone through a number of changes since its inception. There has been a progressive focusing on key issues in the development of sport in the Region. The last three year 'phase' of the Scheme (1979-1982) has seen the emergence of an elaborate system of organisation, designed to implement certain clearly defined goals, which themselves have been arrived at as a result of experience and analysis of previous schemes. A structure of sub-committees is intended to feed information and recommendations back from 'field staff' to the Central Policy Committee, linking the different levels of organisation. Representatives of agencies associated with the Scheme, including the three District Sports Councils, sit on the three main central committees. The overall impression is of a tightly structured hierarchy with clear purposes and a substantial amount of evidence to justify the claims made for the success of this particular approach to the organisation of sports development.

A few points concerning the period prior to the introduction of the most recent phase of the Scheme may indicate the kind of progressive focusing which has taken place.

Originally the main purpose of the Scheme (in 1976) was simply to enable an exchange of facilities between the University of Stirling and Central Regional

Council. The first project ran for 30 weeks, was self-financing, and was administered by the YCS with the assistance of national sports bodies. It was intended that the project should help solve three linked problems:

(1) the fact that sports facilities owned by the Region and the University were not being used to their maximum capacity

(2) due to a lack of adequate facilities some specialist sports groups in the Region were losing members and disintegrating

(3) school leavers could not continue to pursue certain sports in which they had participated whilst at school, because there were no clubs or, where clubs did exist, they did not have sufficient places to meet the demand.

After the initial 30 week spell, the Scheme went through a series of changes. Funds were obtained from the Manpower Services Commission. Two Development Officers came and went. Between September 1977 and June 1978, 1,024 children received instruction in basketball, canoeing, fencing, gymnastics, judo, karate, tennis and volleyball.

According to one evaluation of the Scheme, the organisers originally thought that the majority of participants would want casual, recreational forms of physical activity. After a time, however, it was agreed by staff that more focus was needed for the work e.g. competitions and/or certificates of proficiency. The size and nature of the Scheme and of its intake at this stage was not such, in several of the sports concerned, that inter-group competition could easily be promoted.

Clearly a reorganisation of the whole Scheme was required. What emerged in the period after the appointment of a new Sports Officer in June 1979 was a project which in some senses had been 'rethought' from fundamentals.

The two stated aims of the new Scheme in 1979 were similar to those of earlier initiatives:

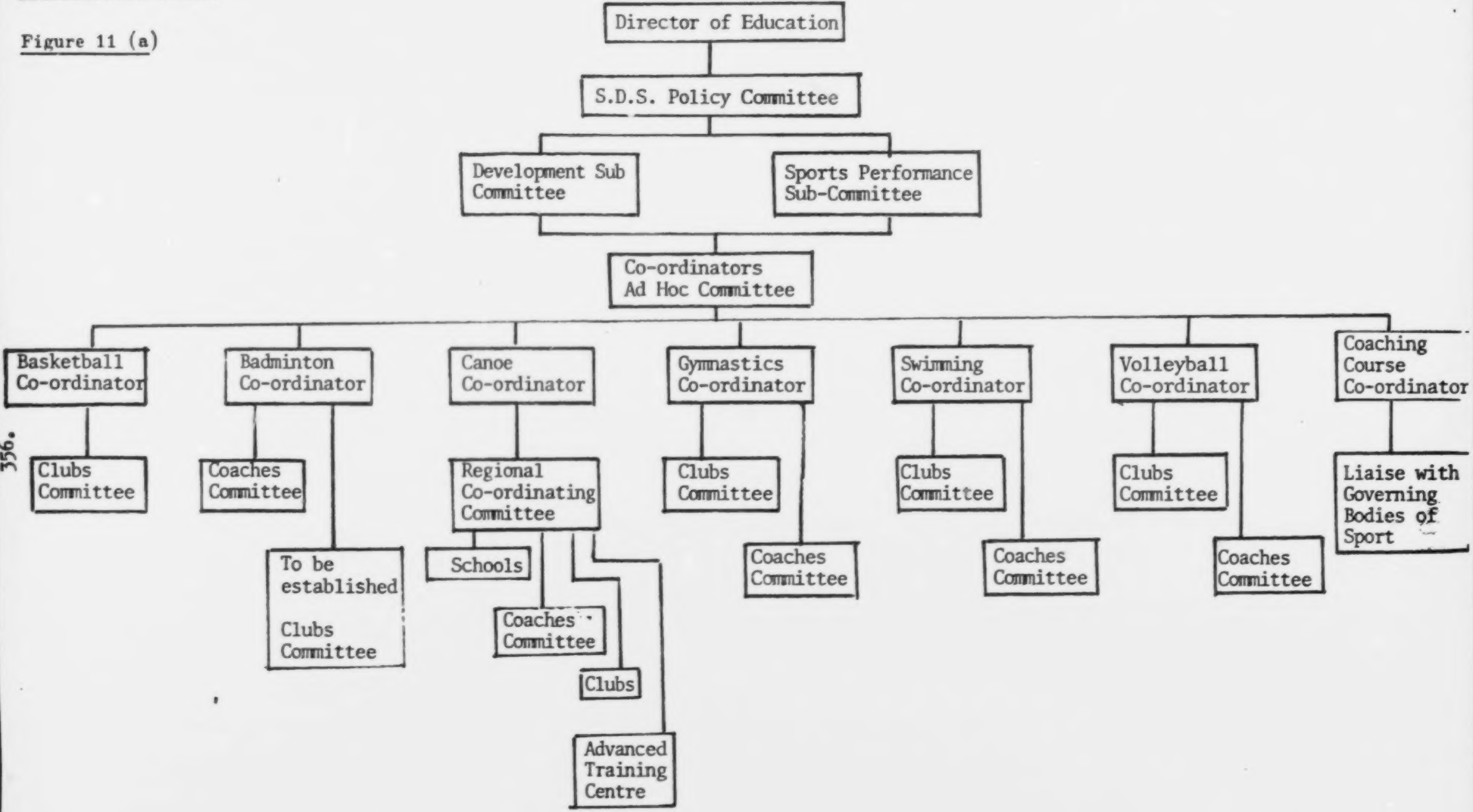
"(1) to overcome the problem of access to sports facilities owned by the Region.

(2) to overcome the problem known as the 'Wolfenden gap' i.e. the fall off in participation in sport by school leavers."

As a result of the second objective a major part of the work of the scheme has been focussed on children and young people in primary and secondary schools; whilst, from an organisational point of view, the intention is to establish the linked

Committee Structure
of S.D.S.

Figure 11 (a)



The Sports Development Officer attends Co-ordinators' meetings and feeds their **recommendations to** the appropriate sub-committee of the S.D.S. These sub-committees make recommendations to the Policy Committee which are usually accepted. If there are decisions reached by the Policy Committee which require the approval of the Director of Education, then he can be approached directly by the Chairman of the Policy Committee or by the Sports Development Officer. The Co-ordinators have approximately two working groups or committees - one of coaches and the other of clubs. These groups are consulted regularly and frequently and provide the technical information and grass roots opinions necessary at all stages of planning and development.

structures for sport in school and community which will serve in the long term, once the development phase has been passed. This has entailed the creation of organisational structures with a broad basis of recruitment in a small number of selected sports; opportunities for progression from an introductory level through to the highest levels of national and international competition; the establishment of ancillary services e.g. training of coaches and mechanisms for administrative coordination and for ensuring that standards of coaching are kept under regular review.

A strong emphasis has been placed on the need for consultation at all levels, from school to club and from district sports councils to governing bodies in the various sports. A word should, therefore, be said about the committee structure before we look more closely at the organisation of the schemes. Until the recent decision to put the Sports Development Scheme on a permanent footing within the Regional administration, the Policy Committee of the SDS, convened by the PE Adviser for Central Region, reported straight to the Director of Education. The committee consisted of the Adviser for Outdoor Education and representatives from the YCS, the University, the Regional PE Association and the Sports Development Officer. Representatives of the three District Sports Councils (Stirling, Falkirk and Clackmannan) have also been "in attendance" at policy meetings. Members of the Policy Committee divided the work of the two main sub-committees between them:

(1) Sports Development Sub-Committee: reported on the level of activity in each sport, made proposals about club and league structures, staffing and budgets.

(2) Sports Performance Sub-Committee: was responsible for the programme of training courses, coordinated the provision of courses and recommended strategies for the development of sporting talent.

As the accompanying diagram illustrates, below these three central committees, there is a network of subsidiary committees for the various sports. [cf fig 11(a)]

As of March 1982 the staffing for the Regional SDS was as follows:

1 Sports Development Officer, seconded from teaching (June 1979-June 1982)
1 Part-Time Clerical Assistant
1 Work Experience YOP (Clerical)
3 Part-Time (15 hours per week paid Graduate Assistants, registered with the University of Stirling for higher degrees (all acting as coordinators)
4 Part-Time Paid Coordinators
50 Part-Time Paid Coaches (2-4 hours per week)

TABLE 11.3

Facilities

Badminton Scheme

Facility	Number	No. of courts	Length of Let	Hrs. per week used
School Games Halls	4	4 per hall	24 weeks	3 @ 4 hrs, 1 @ 2 hrs.
Recreation Centre owned by C.R.C.	1	4	24 weeks	6 hrs.
School gym and assembly hall	1	3	24 weeks	2 hrs.
School annexe hall	1	3	24 weeks	4 hrs.
Basketball Scheme				
School Games Halls	2	1 per hall	24 weeks	1 @ 4 hrs, 1 @ 2½ hrs
Volleyball Scheme				
School Games Halls	3	1 per hall	24 weeks	2 @ 4 hrs, 1 @ 3 hrs.
Swimming Scheme				
School Swimming Pools	5	N/A	30 weeks	3 @ 6 hrs, 1 @ 4½ hrs 1 @ 3 hrs.
Gymnastics Scheme				
Primary School gymnasia	13	N/A	30 weeks	13 @ 3 hrs.
Canoe Scheme				
Stirling University)	1	N/A	40 weeks	4 hrs.
Loch)	1	N/A	12 weeks	4 hrs.
Youth and Community Centre	1	N/A	12 weeks	4 hrs.

Figure 11 (b)

Central Regional Council, Sports Development Scheme League Competition Structures (1980-81)

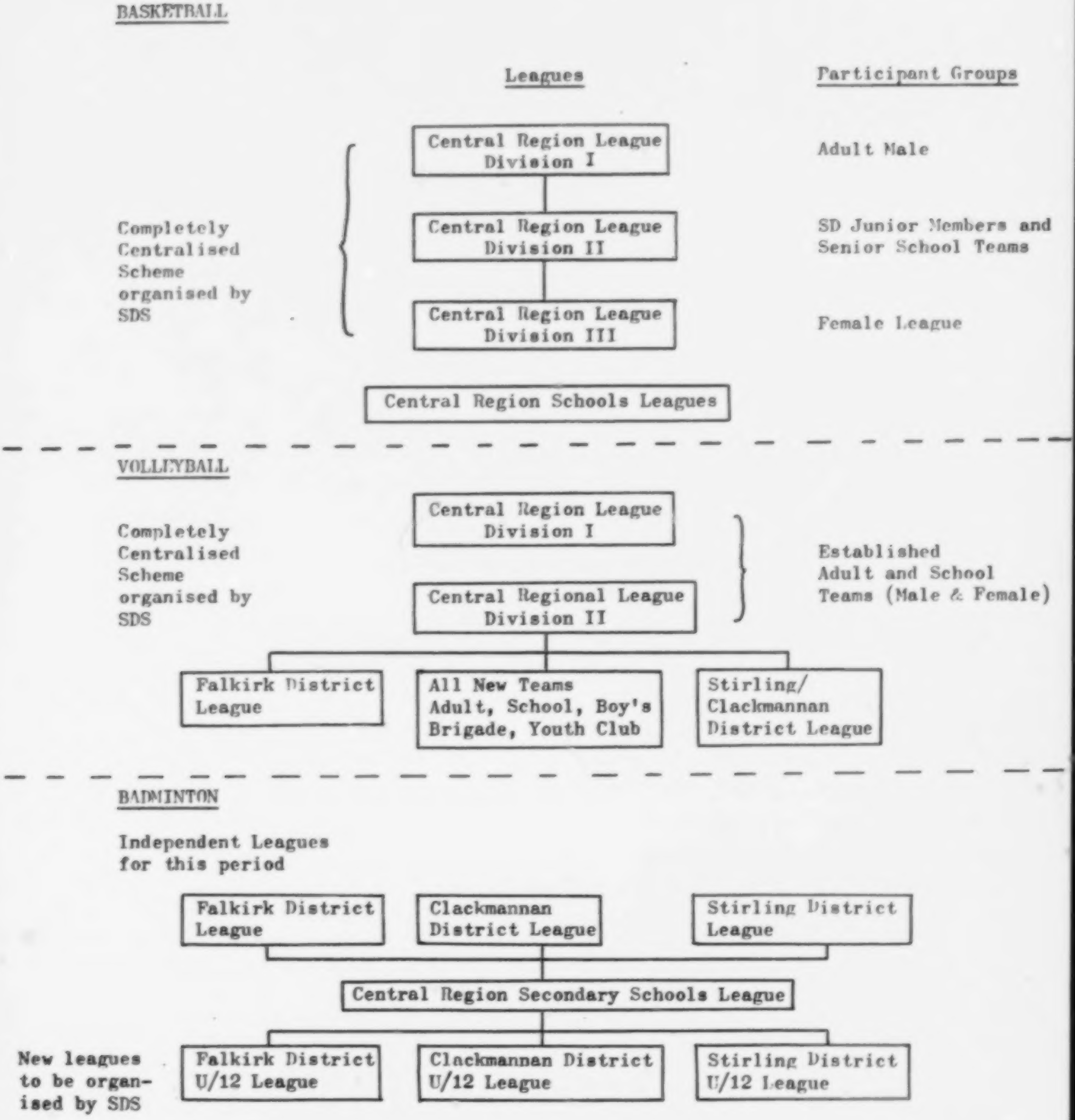

BASKETBALL
Leagues
Participant Groups
Central Region League Division I
Adult Male
Completely Centralised Scheme organised by SDS
Central Region League Division II
SD Junior Members and Senior School Teams
Central Region League Division III
Female League
Central Region Schools Leagues
VOLLEYBALL
Central Region League Division I
Completely Centralised Scheme organised by SDS
Central Regional League Division II
Established Adult and School Teams (Male & Female)
Falkirk District League
All New Teams Adult, School, Boy's Brigade, Youth Club
Stirling/ Clackmannan District League
BADMINTON
Independent Leagues for this period
Falkirk District League
Clackmannan District League
Stirling District League
Central Region Secondary Schools League
New leagues to be organised by SDS
Falkirk District U/12 League
Clackmannan District U/12 League
Stirling District U/12 League

Table 11.3 indicates the different kinds of facilities in use at March 1982. By the publication of the Three Year Report on the pilot scheme, 31 coaching centres had been established in 5 sports (badminton, basketball, gymnastics, swimming and volleyball).

Initially the three hall sports - badminton, basketball and volleyball - were chosen for development in the first year of the pilot scheme (1979/83) gymnastics was added in 1980/81, and swimming in 1981/82. The criteria of selection was as follows. Sports were selected where (i) there was a strong "school structure" but weak "community structure" (ii) there was a weak "school structure" but strong "community structure" (iii) activities "were not currently part of the curriculum" (iv) there was "a weak structure in both school and community but a strongly expressed need in the community".

In addition to the five sports mentioned above a "Canoe Advanced Training Centre" (CATC) was incorporated in the Scheme in 1980, and based at Stirling University. The concept of Advanced Training Centres will be extended to other sports in future and is intended to assist talented youngsters bridge the gap between regional and national levels of competition. Membership of the CATC is open to residents of Central Region who have achieved, or shown the potential to achieve, selection for national teams.

A principle objective in each of the five main sports in the SDS has been the creation of a league structure in the Region which, with the cooperation of the schools, provides the basis for "a logical progressive system of competition whereby children will be able to progress according to their ability". At an early stage the decision was taken to operate across a wide age range from nine year olds to early adulthood, which entailed making contact with school sports organisations and evolving a centralised system of competition which would provide links between schools and adult groups. Different patterns of organisation have emerged in each sport. The league structures for basketball, badminton, and volleyball are summarised in the accompanying figure. [Figure 11(b)]

Coupled with the establishment of league structures to encourage broader based competition and the development of talent, a second priority has been to create opportunities for young people to be introduced to the various sports within the Scheme. A sub-structure of clubs has, therefore, been developed using school premises and the children are encouraged to attend for blocks of 8, 12 or 24 week courses.

A common pattern of organisation in coaching centres is as follows:
Three age groups attend a centre in groups of 25-40 once a week for an hour's

coaching/training during the period of a course. This is the basis of the "Three Tier System".

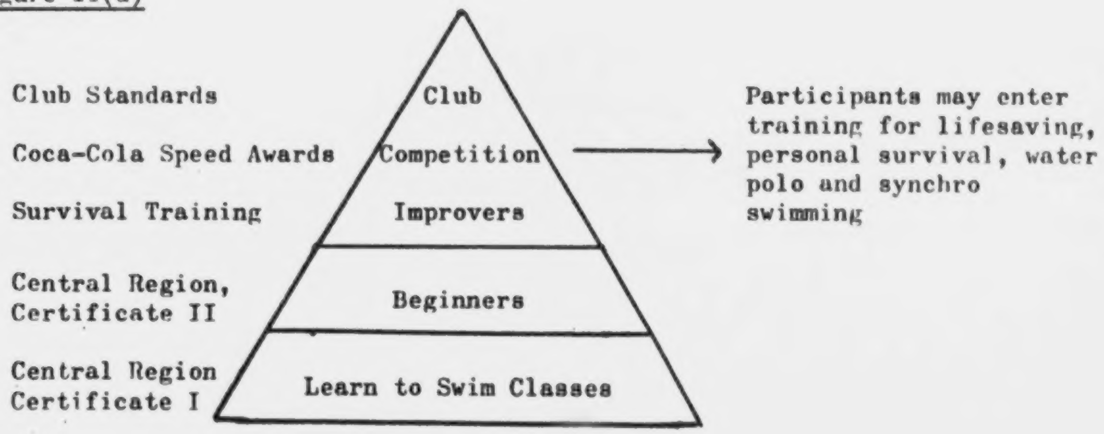
Figure 11(c) The Three-Tier System

<table>
<tr><th></th><th colspan="6"></th></tr>
<tr><td>9 - 12 years</td><td colspan="2">8 week course
30 attending</td><td colspan="2">8 week course
30 attending</td><td colspan="2">8 week course
30 attending</td></tr>
<tr><td>13 - 16 years</td><td colspan="3">12 week course
25 attending</td><td colspan="3">12 week course
25 attending</td></tr>
<tr><td>16+ years</td><td colspan="6">24 week course
40 attending</td></tr>
</table>

6.00 - 7.00 pm Coaching for 9 - 12 age group
7.00 - 8.00 pm Coaching for 13 - 16 age group
8.00 - 10.00 pm Coaching and intra-mural competition for 16+ age group

In each sport the SDS has set up a system of proficiency awards which provide targets for course participants in the centres and act as watersheds between the difficult levels of coaching and attainment. Thus, for example, in the Swimming Scheme which was started in five centres in 1981/82, there is a hierarchy of classes stretching at one end from those in "Learn to Swim" groups through "beginners" and "improvers" classes to competition and adult club levels. After achieving the standards required for two Region's certificates (I and II), a participant can, in theory, move on to the Coca-Cola Speed awards, survival training and eventually the levels of performance required by swimming clubs. Figure 11(d) gives a diagrammatic representation of the structure of the Swimming Scheme and the related certificates and awards.

Figure 11(d)


Club Standards
Coca-Cola Speed Awards
Survival Training
Central Region, Certificate II
Central Region Certificate I
Club
Competition
Improvers
Beginners
Learn to Swim Classes
Participants may enter training for lifesaving, personal survival, water polo and synchro swimming

The Gymnastics Scheme operates in a different way from the others which have been mentioned. Participants in gymnastics tend to be much younger than in other sports. To compete effectively at the age of nine for example young gymnasts often begin training as early as perhaps the age of four. The Scheme has therefore, focused much more on primary school children than is the case with the other sports. In addition at an early stage it became clear that the five gymnastics clubs in the Region could not cope with a sudden expansion of demand for membership, whereas with clubs in the other sports there was more room for expansion. The solution adopted was to create satellite centres, based in primary schools, which feed their most proficient performers into the clubs (called "parent clubs"). Normally 3 satellite centres feed a parent club. The satellite centres operate a proficiency award scheme. By the end of 1982 there were 15 such centres.

As a result of the initiatives which have been mentioned above there have been increases in the numbers and types of leagues now being organised within Central Region and in numbers of clubs participating in league competitions. For example, a Badminton Primary Schools' League and an Adult League have been established in Clackmannan, so that now all three Districts in the Region have their own leagues; 18 volleyball teams participated in the Regional League in 1981/82 as against 14 in 1979/80; a Regional League for boys and girls in three age groups (under 8, 8-10, 10+) has been established in gymnastics.

District and Regional Squads have been established for badminton, canoeing, volleyball, basketball and gymnastics, bringing together the best players at regional and district levels for training by highly qualified coaches, to improve standards of performance particularly at inter-regional and national levels of competition.

In addition the SDS has a programme of training for coaches. As a result of this programme there has been a rapid increase in the number of coaches for all the sports within the Scheme. Courses have also been organised for other sports including sub-aqua, fencing, golf and table-tennis. The expansion of the pool of available coaching expertise is indicated by the following figures (Table 11.4).

Table 11.4 Aggregate Coaching Qualifications achieved during period of SDS

	Before SDS	Present No	
Badminton	20	73	(Elementary Instructors, Approved Coach Award, Intermediate Coach Award levels)
Basketball	9	48	(Introductory, Elementary, Intermediate)
Volleyball	20	81	(Introductory, Teacher's, Advanced Teacher's Award levels)
Gymnastics	N/A	58	(Introductory, Assistant Club Coach and Club Coach levels)

The coach training programme is ambitious and has already begun to move into new areas. As a result of a seminar for badminton coaches with the National Badminton Coach a desire was expressed for a course in the psychological and physiological preparation of players, which was organised by the SDS, the Scottish Badminton Union and the Scottish Sport Council with the assistance of a lecturer from Glasgow University, who acted as the course tutor.

At present most of the qualifications of the governing bodies for sport deal only with the technical requirements of coaching. In conjunction with the Scottish Sports Council the Regional Council's coach training programme adds two further elements to the existing technical awards, including an element of theory and club placements, which are intended to provide coaches with a wider range of knowledge and skills, resulting in higher standards of coaching and training.

For general purposes coaching courses are organised by the SDS in conjunction with the District Councils and District Sports Councils in the Region, and are subsidized by the Region and the 3 Districts at a standard rate of 50%, although the grant aid scheme in Falkirk District differs from those of Clackmannan and Stirling.

Despite the impressive developments in the coach training programme however there is scope for further improvements in the standards of coaching within the Scheme. For example in the Gymnastics Scheme, of the 15 coaches in total, approximately half have qualified through the regular coaching courses organised by the Region. Most of the remainder are qualified PE teachers with a special interest in gymnastics. Two of the total of 15 are without PE or 'governing body' qualifications. The coordinators for each sport are expected to visit coaching centres regularly. In the case of the Gymnastics Scheme the coordinator anticipates two visits to each centre in a 10 week period, where he observes and assists the coach at the same time. The coordinator fills out a standard 'visit sheet' after each attendance, which records details of the quality and effectiveness of coaching. Visits of this kind also reveal coaching weaknesses which may be dealt with by means of special coaching clinics, of which there have been 4 in the course of two years (for example, on the efficient use of basic equipment in gymnastics). The Gymnastics Coordinator is also producing a series of information sheets for his coaches, which will supplement the coaching manual presently being developed for staff within the SDS.

Apart from the organisation of 'special events' such as The Day of Gymnastics in

June 1981 at Falkirk College of Technology or the exchange of sports teams with Odenwald in Germany, about which little need be said here - two other aspects of the work of the SDS need to be mentioned briefly.

One concerns a recent development in sport for the disabled. The disparity in provision of sporting opportunities in the Region for able bodied and disabled people has been given priority. There are only a handful of clubs for the disabled in the Region and no agency in the area employs anyone specifically to develop sport for the disabled. Proposals for provision for this group have been discussed with Stirling District and currently a club is being established at Stirling University.

The other development concerns the Central Coordinating Committee for Sport, the structure of which was under discussion during 1982. Seven agencies, including representatives of the Regional Council, the three District Councils and three District Sports Councils, have come together on a formal basis for the following proposed functions: coordination of the functions of the agencies and facilities for specific sports; to improve standards of performance; to coordinate coaching award courses of the governing bodies of sport; to coordinate revenue grants for sport and arrangements for funding joint schemes including capital projects; and to discuss proposals of other agencies particularly central bodies like the Scottish Sports Council, affecting sport in the Region. There are analogous bodies of this kind in other Scottish Regions. In Tayside and Fife, as we have already noted (cf chapter 4), similar committees are responsible for facilitating the regional and district administration of grant aid. However the establishment of such a committee in Central Region is a result of the efforts being made in several quarters to achieve more coordinated sports provision for the areas as a whole. The implications of this development, we believe, are significant and are discussed further in the next section.

Finally, on the question of finance, the Regional Sports Development Scheme was self-financing during 1979-82 in that the cost of coaches (£4 per hour for club coaches, £5 per hour for squad coaches) were paid out of subscriptions from participants for whom there was a standard rate of £5 for a 10 week course or 25p per night. However, the costs of use of premises were incorporated within the Regional Education Budget; the salaries of the central administrative staff including the Sports Officer were paid by the Region through its budget for Secondary Education and grants in aid from several sources had been used to finance different aspects of the work of the SDS. The total annual cost of this pilot project between 1979-82 has been estimated at approximately £20,000.

Problems and Issues

The Regional Sports Development Scheme has many impressive achievements to its credit. Developments over the period since 1979 have demonstrated the success of a programme whose objectives have been carefully defined in advance and implemented within an efficient and cost effective organisational structure. Good use has been made of a range of resources, including volunteers and part-time paid staff, and the cooperation of a variety of agencies secured; whilst the committee structure has ensured that the agencies most concerned with sport and recreation in the Region together with staff in the Scheme have had opportunities throughout the course of the project for the expression of opinions concerning the nature and development of the Scheme. As comments which are quoted at the end of the Three Year Report testify, in overall terms as well as in respect of the particular organisation of each sports programme, the Scheme is an unusual (and probably unique) one in Scotland at present, and provides useful models of practice to which other local authorities might give serious consideration.

In its own terms the Scheme has been very successful. Its two main aims have been accomplished. It has secured access to sports facilities of different kinds, owned by the Region, has shown that their usage can be increased in a systematic manner, and has provided and extended the links between sports activities in schools and in the wider community, bridging the "Wolfenden Gap" for large numbers of young people in the Region.

In physical terms, apart from the 31 coaching centres which have been set up, using games halls, gymnasia and swimming pools, stretching across the breadth of the Region and in all three Districts, approximately 6,500 were involved in the Scheme in 1981/82. There has been a rapid increase in the number of coaches in the Region and an improvement of coaching standards overall. Links with established clubs have resulted in growth in the number of teams and clubs. Local leagues now accommodate more teams than ever before. New leagues have been set up and, in basketball and volleyball, have been centralised, whilst juniors and ladies sections have also been established. There has been, in addition, an increase in the number of local teams participating in national leagues.

Currently, there are a number of problems connected with the management and organisation of the Scheme which are under consideration. Some are a product of the Scheme's success. For example there has been a rapid uptake of places since the Gymnastics Scheme was introduced. Many of the participants are very young and could stay within the Scheme longer than is at present possible. The range of activity in classes within this branch of the Scheme is also growing and the coordinator would like to develop a new middle tier. However, the present complement of coaches cannot cope with additional work except by overcommitting the existing staff involved. Some attempts are being made to solve this problem by a reorganisation of club structures, but in the case of one club no new entrants are being admitted at present.

The problem of raising and monitoring coaching standards is presently being coped with by improved coaching courses, increasing the numbers going through such courses, monitoring the work of coaches through the coordinators for individual sports and coaching clinics.

The relationships between the Regional SDS and the efforts of the District Sports Councils and District LR Departments raise other, more intractable problems. Experience of local government administration since reorganisation does not justify complacency about the potential for collaborative work between Regions and Districts in line with principles of corporate management. However, the establishment of the Central Coordinating Committee for Sport in Central Region during 1982 may provide opportunities for cooperation in developing a long-term, integrated strategy for sport in the Region and links between the activities of LR Departments and sports organisations. One area of work where linkage might be of particular value lies in the question of provision for what are often referred to as "special groups". These include a wide variety of groups with different needs and for whom different kinds of provision are likely to be appropriate e.g. women, unemployed, disabled, rural communities and the elderly.

The Stirling District Sports Council and staff of the Regional Sports Development Scheme recognise the importance of provision for such special groups. The researcher was told that the Regional Council placed special emphasis on the need for provision in deprived areas, and some efforts have been made to locate coaching centres in the Regional SDS to enable people from such areas to have access to coaching courses. The Scheme expouses the principle of open and democratic access for all members of the community. The Three Year Report of the Scheme has laid stress on the findings of a survey conducted by the SDS on female participation. Table 11.5.

Table 11.5 Coaching Centres (all figures shown are in percentages)

	Male	Female	Male	Female	Male	Female
Badminton	41.6	58.4	39.2	60.8	42.2	57.8
Basketball	51.6	48.4	48.4	52.0	57.25	42.75
Volleyball	51.2	48.8	49.7	50.3	52.7	47.3
Gymnastics	NIL	NIL	37.0	63.0	30.6	69.4
Swimming	NIL	NIL	NIL	NIL	48.6	51.4
Average	48.1	51.9	43.5	56.5	46.27	53.73
	1979/80		1980/81		1981/82	

At coaching centres and in regional and district squads there is a reversal of the national trend of lower female participation rates, although 70% of teams in regional leagues are for males and 30% for females, and figures for coaching awards show similar inequalities between the sexes. The intention to "seek ways of involving more female teams in regional leagues and of training more female coaches" is also expressed in the Three Year Report.

In the case of one "special group" - the disabled - separate provision is already being made, as has been noted, in the form of a club based at Stirling University.

The Future: Comprehensive, Coordinated Policies or Separate Provision?

What then of the future? Substantial latent demand has been revealed in Central Region which awaits the provision of sports opportunities by both levels of local government. As in the past however the form in which such demand reveals itself, and the extent to which it does so, depend very critically on the nature of the provision which is made. Such circumstances are well known by many of those involved in sports development. Very likely a variety of ad hoc initiatives in different sports might be justified in other parts of Scotland on the basis of probable uptake by large numbers of people. However developments in Central Region have shown the advantages of a more systematic approach.

At district level, particularly in Stirling, sports councils and LR staff, each in varying degrees, have promoted a series of projects both on an 'open' basis (which we have referred to as 'mainstream', cf Chapter 4) and in line with the needs of special groups (which we have referred to as 'special' provision.) In Stirling an example of the first might be the Table Tennis Scheme and of the second, the Women in Sport project.

At regional level the SDS has several impressive achievements to its credit as well, and has secured a degree of political acceptance for sports development by virtue of its success. 'Vertical' structures have systematically been created linking school sport with adult clubs and establishing new clubs where provision could not meet the demand generated. 'Horizontal' linkages have also begun to emerge with district sports councils, LR departments and other sports agencies. The Central Coordinating Committee for Sport may in future be a melting pot for ideas and a point of departure for new forms of collaboration.

Such achievements are important and most would agree that the standards reached should be maintained.

However there are a number of outstanding questions, as we have tried to show, which require detailed consideration for the benefit of future developments. Such questions revolve around the relationships between, for example, district sports councils and LR departments and between district based organizations and regional ones. They link with problems concerning the functions of different bodies and the conceptual distinctions between sport, recreation, and community education. Such questions (and the answers which are found to them) will provide different strands in the development of policies for the future. At many points they will be interwoven, but particularly so in what we have come to see as the issue of 'mainstream' and 'special' provision.

The Regional Council is in the best position to provide broad 'mainstream' opportunities across the three districts, making optimum use of available human resources and the physical facilities available in educational establishments.

However, there are persuasive arguments, some of which have been alluded to above, for the establishment, on a secure resource base of responsive provision for a number of special groups. This should be justified on grounds of social justice and in terms of the claims to be 'open' and 'democratic'. For, without a policy of positive discrimination, equality of opportunity cannot be realized.

Special responsive provision of this kind may vary in organisation and in kind according to the needs and circumstances of different groups, but it should not become a series of marginal programmes separated from the mainstream. As far as possible, where appropriate, it should be linked with mainstream structures and should allow as large a degree of interchange between the two as can be achieved.

It may well be that, given the existing commitments of the District Sports Councils and the Regional SDS, the District LR Departments in conjunction with the Central Coordinating Committee for Sport should be the main authorities responsible for developing this area of work. However, external sources of funding will need to be tapped and numbers of part-time staff trained and appointed for such work. Here the existing coach training schemes, adapted as appropriate, might play an important part and from the point of view of methods and organisation a great deal remains to be learned from the operation of the different sports schemes at regional and district levels, which have been discussed in the previous sections.

Concluding Comments

Dundee's Sport Scheme, Sportscene 82, has demonstrated the wide interest which exists in the district for a programme which has been organised at little extra cost to the District Council and which has secured the involvement on a voluntary basis of coaches from a broad range of local clubs and interest groups. A more sustained programme of development for the future will require, amongst other things, the evolution of a broader policy framework, human and financial resources, and a more sophisticated organisational structure than exists at present.

The Sports Schemes in Central Region, which have been described above, provide some understanding of the problems and potentialities which other local authorities are likely to face if they begin to develop more ambitious programmes and structures for sport in local areas. Apart from the useful organisational models they have to offer a number of other significant features of sports development in the Region should be underlined: the integration of research with programme implementation; the concern particularly in the Regional SDS with establishing what staff call an 'educational' scheme with structured opportunities for development, as distinct from a mere 'skills coaching' scheme; the efforts to secure a structured basis for cooperation among the different agencies involved in promotion of sport, recreation and community education in the area; the, at present, limited but revealing work with groups which we have arbitrarily subsumed under the heading of 'Special', particularly with young 'non-participant' women.

To this list we might also add the conceptual distinctions which have been made in Central Region between Sport, Recreation and Community Education. (However we see a danger in discrete definitions which may be used as justifications at various local government levels for continuing as before and for not developing comprehensive integrated policies and linked programmes of provision.) Particularly in the case of the Regional SDS such conceptual distinctions have facilitated the development of a clearly focused programme of mainstream sports provision on an impressive scale. On the other hand it is not clear how in future the Regional SDS will relate to the District Sports Councils, the District LR Departments and the Regional YCS, and the role of those other bodies within a comprehensive strategy for Sport and Recreation in the Region as a whole will have to be clarified. We recognise that this is not a simple matter and that a number of political and professional differences will have to be overcome before such a comprehensive, integrated strategy can become a reality. However, we believe that this is an appropriate time for serious consideration of the needs of a number of special groups for which the resources of the districts might be brought to bear, particularly those of the district LR departments. We believe that close links should be established betwen such schemes and the developing forms of mainstream sports provision.

CHAPTER 12

The Countryside Ranger Services

Methodological Framework

In attempting to gain an overall picture of the Countryside Ranger Services similar techniques to those used with Community Centre Professional staff were employed. The questionnaire for professional staff was used and though this instrument was not tailored specifically to reflect the particular concerns of the rangers it was hoped that it would serve as a useful first approach. Interviews with rangers and visits to facilities supplemented the questionnaire and in the course of these visits participants and casual visitors were given the participant/user questionnaire to supplement user questionnaires administered by the rangers themselves.

Profile of the Staff

The Countryside Ranger services that exist in the Regions and Districts we have studied were developed in the fairly recent past, consequently the current staff are relatively recent appointees if compared with staff in for example the Youth and Community service. The bulk of staff we interviewed were appointed between the period 1975 to 1980, either at the formation of the service or as it was expanded. They are then a relatively young staff, many being under 30 years of age, almost all under 40 and all under 50. At the time of the interview, most had been in their present job for around 2 to 3 years with only one Senior Ranger having been in post for 8 years.

Staff bring with them to the job a wide range of previous work experience. Many have already worked in some capacity in industry, some have already worked as Seasonal Rangers, some have experience in the Formal education sector, or experience of working for an Adult or Community Education Service of a Department of Leisure and Recreation. Almost all of the Rangers have experience of working in an unpaid capacity for a voluntary organisation.

Equal proportions of the Countryside Rangers were in promoted and unpromoted posts, and it is interesting to note that there is a short but clearly defined promotion structure between Senior, Main Grade and Assistant Rangers, with Seasonal Rangers employed in some of the areas at peak times of demand on the service.

The staff are academically well qualified, with almost all being university graduates; the majority have academic backgrounds in clearly related areas such as Geography, Rural Environmental Studies, Ecological Sciences and some have Higher degrees in subjects such as Nature Conservation.

There is a high degree of agreement about the scope of their work which they generally categorise in three main areas Interpretation, Resource Protection and Coordination. The area of Interpretation is considered by many to be the most important; it involves a wide range of contacts with members of the public either as casual individual visitors or in arranged group visits to Countryside Parks or to amenities for which the service has some responsibility. Interpretation is taken to mean contact of an informal or formal educational nature by which for example Countryside Rangers take groups on guided walks in parks and develop an understanding of the Flora, Fauna, History or Conservation problems of the area.

Staff are involved with a wide variety of participants ranging from school groups, to clubs with specific interests such as ornithologists to providing information to tourists and local residents who use their facilities. Such interpretative work might be seen as having a dual purpose; firstly it may be seen as enhancing many urban dwellers' appreciation of the countryside, but secondly it may be seen in the long run as having an effect on the conservation of the natural environment. Some Countryside Rangers argue that it is not possible to effectively police the Countryside Parks or the Countryside and that the most effective way to promote a policy of conservation of natural resources is by way of enabling members of the public to appreciate both the pressures on the countryside and the effects of their uses of it.

This concern with Interpretation overlaps with the Rangers' second main purpose of Resource Protection. In this area they seek to conserve the many resources which exist in the countryside, this concern leading to a wide range and diversity of tasks, from patrolling park areas, to acting almost as water bailiffs in issuing fishing permits and recording fish catches to ensuring that individual users do not destroy the existing amenities.

Coordination is the third area of the work with which the Rangers are involved and in this area involvement may be with a wide range of differing bodies including the Nature Conservancy Council, the Forestry Commission, the Legal Services Department of a Local Authority, Planning Departments, Regional Community Education or Youth and Community Services, District or Regional Leisure and Recreation Departments.

Countryside Rangers report that their work follows a seasonal pattern with differing demands being made on the service in winter and summer, school holidays and the tourist season being times when particular demands are made upon the service. Winter being a time when the demands of a local population may be more appropriately met, as well as a time when the preparation of written or graphic material may be attended to.

Most of the Rangers feel that the job has changed over the period of time they have occupied it, many reporting an increase in the number of guided walks and school related projects they undertake. Others feel that administration has increased and that they have decreased the amount of patrolling they do and have increased the amount of informal contact they have. Yet again others refer to the rapid development of the Countryside Park and to an increase in the number of resource management projects they have become involved with.

Following from the comments on the seasonal nature of the job, Rangers make a greater distinction between the use of their working time in summer and winter than do other centre based professional staff.

Two differing patterns of allocation of weekly working time emerged, Pattern 1 indicates the larger portion of the year, Pattern 2 indicating the busy summer season.

Table 1 Mean %age of weekly time allocated to work tasks

	Pat. 1 %age of time weekly		Pat. 2 %age of time weekly
Project Centre or Facility management	24%		18%
General Administration (Office work/telephone/Record keeping/ticket sales)	11%	50% to 32%	5%
Other management taks (Organising work teams/policy making/management meetings)	8%		6%
Departmental/Sectional/Project/Centre meetings	7%		3%
Work with participant or user Groups (Coaching/teaching/supervising/counselling/helping)	17%		35%
Making contact with other organisations/other regions/districts/national organisations	5%		4%
Making contact with local groups	7%		7%
Research	14%		12%
Travelling in the course of work	5%		6%

Some of the Rangers noted that the above classification could not easily handle various aspects of their work and indicated that they had included patrolling and surveillance of resources in the category "Project/Centre or Facility Management".

Others included the preparation of materials under the heading of "Research". Perhaps the most significant feature of the two patterns of work time allocation is the proportion of time spent in "Work with Participant or User Groups", which may reflect the importance of the role of Interpretation in the job remit of Countryside Rangers.

Less seasonal variation was reported in response to a question of the general focus of the Rangers' monthly work time allocation.

Table 2 Mean monthly work time allocation

	Pattern 1	Pattern 2 *
Maintenance (Servicing or working with existing amenities/programmes/facilities)	67%	30%
Promotion/Extension (Promoting/advertising/encouraging the use of existing amenities/programmes/facilities)	11%	20%
Expansion (Trying to increase the numbers of amenities/facilities/programmes and the number of users)	10%	20%
Development/Innovation (Trying to create different amenities/facilities/programmes, encouraging different uses of existing amenities/facilities/programmes, involving new and different groups of users)	11%	30%

Mention was made of a general move from "Expansion" to "Maintenance" as the service had evolved and there were some reports that "administration takes too much time - leaving insufficient for development or innovation". Both in commenting on weekly and monthly work time allocation, mention was made that administration and "paperwork" were dealt with in "unpaid overtime", "much of the paperwork is done at home in the winter" and it was indicated that the job of Ranger cannot be contained in a 9-5 day.

In the course of their work the rangers report a well developed network of professional contacts both within voluntary and statutory agencies. Apart from professional contacts within each Countryside Ranger Service whether under the auspices of a District Council L&R Department, a District Council Planning Department or a Regional Community Education and Recreation Service, Rangers report significant contacts between rangers from different Districts or Regions. The common training provided by the Countryside Commission for Scotland together with the existence of a strong professional association act to produce a

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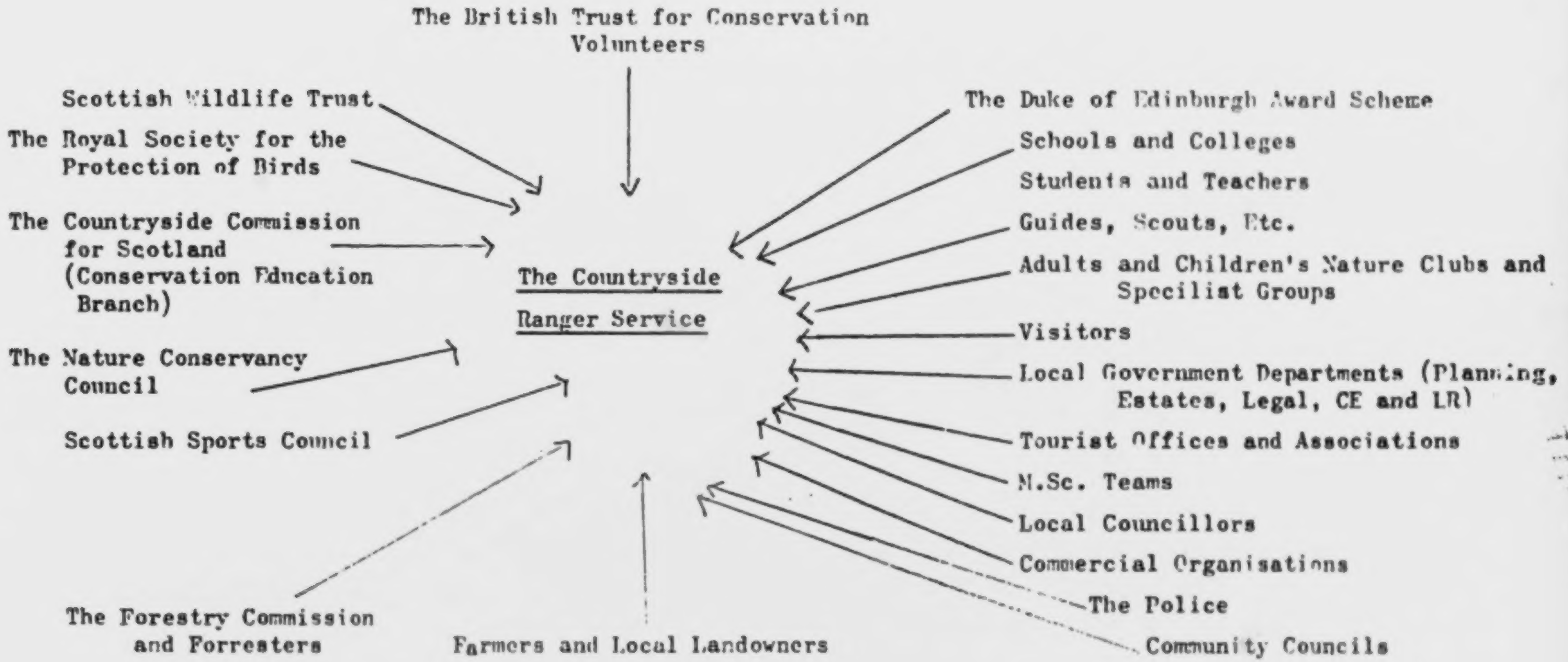
* Only 1 respondent reported a second pattern of time allocation.

relatively common set of purposes and objectives in their work. In each Service the rangers seem to provide a central focus for the concerns of a wide range of interested groups some of which are depicted below.

Figure 1 The Network of Contacts within the Countryside Ranger Service


The British Trust for Conservation Volunteers
Scottish Wildlife Trust
The Royal Society for the Protection of Birds
The Countryside Commission for Scotland (Conservation Education Branch)
The Nature Conservancy Council
Scottish Sports Council
The Forestry Commission and Forresters
Farmers and Local Landowners
The Countryside Ranger Service
The Duke of Edinburgh Award Scheme
Schools and Colleges
Students and Teachers
Guides, Scouts, Etc.
Adults and Children's Nature Clubs and Specilist Groups
Visitors
Local Government Departments (Planning, Estates, Legal, CE and LR)
Tourist Offices and Associations
M.Sc. Teams
Local Councillors
Commercial Organisations
The Police
Community Councils

Given this wide range of contacts their public image is determined by the nature of their involvement with different groups. In their work with groups of school children, from both primary and secondary schools, they are seen as countryside teachers, or as specialist guides by the teachers. For casual visitors, the rangers may represent an accessible information service, the providers of guided tours and/or countryside police. For some groups of users they may be seen as water bailiffs, litter collectors or the providers of water or land based rescue services.

The importance of the role of interpretation in the work of countryside rangers may be seen in their reports of the amount of working time spent in contact with differing groups of people. This is apparent in their overall ranking of amount of working time spent with contacts; Rank 1 is equivalent to a great deal of time, rank 7 equivalent to little time.

Figure 2 Ranking of time spent in work contacts

1. Individual Members of the public.
2. Staff within own department/service.
3. Members of voluntary organisations/clubs/groups.
4. Other staff in district/region.
5. Others. (Examples cited - Local organisation/Scottish Wildlife Trust/Tourist Associations/Councillors/Police/Commercial Organisations).
6. Staff of other districts/regions.
7. Staff of National Organisations.

Similarly confirmation of the importance of the role of interpretation can be seen in the purposes of the contacts made in working time. Educational and interpretative purposes emerge clearly as the most often focus for contact as can be seen below. The rank of 1 indicates that this is very often the purpose of contact, the rank of 10 infrequently the purpose of contact.

Figure 3 Ranking of the Frequency of purposes in contacts

1. Acting as a resource for participants.
2= Facilitating/Animating participants.
2= Assessing needs and interests of potential participants and users.
4= Teaching/coaching participants.
4= Staff supervision/management.
6. Planning with local authority staff.
7. Planning with staff of other agencies or organisations.
8. Advising other bodies.
9. Giving/receiving In-Service Training.
10. Market research.

(Among other purposes mentioned specifically were, raising funds, support and volunteers to support projects.)

The significance of Interpretation is yet further confirmed in the rangers' ranking of the importance of possible functions of their work. (Definitions of the functions are contained in Chapter 1). They consider an educational purpose the most important with conservation a clear second in ranking. Recreational and Health purposes were seen equally as the next most important area of work followed by a social/entertainment purpose.

Of lesser importance and equally ranked were Sporting/recreational and Community Development purposes, competitive Sporting purposes being seen as least important.

The rangers report that they feel very or quite successful in fulfilling their chosen purposes in their work and are unanimous in their view that they exercise considerable control over the work they do: while they feel that they can influence policy in relation to areas of local government planning and pursue projects with funds that they often collect and administer themselves, they feel they have little influence in overall Community Education policy formation. Two areas of work which the rangers do think of as influencial are in-service training, which some of them carry out with CE staff, and the exchange and discussion of issues and concerns with members of the public.

While all of the rangers agree that many of the programmes/activities/facilities they work with are designed to meet the needs of different age groups, of groups with special needs for example the physically handicapped or the unemployed, or to meet the needs of groups with special interests, clubs for example, all of the rangers except one consider social class to be an unimportant factor in differentiated provision. Among the groups the rangers report as important to respond to are school children, the handicapped, the unemployed, teenagers, pensioners, families and teachers or youth leaders.

Such groups are seen as deriving from a local community and are seen by rangers as the most important to develop work with, although they are ready to respond to casual visitors and holiday makers who come from outside the local community. The nature of the facilities that the rangers supervise, determines to a great extent what size hinterland exists. Countryside parks for example may have a core of regular users from within a small distance, weekend users from further afar and occasional visitors from anywhere in the world. Clearly in planning programmes it may be more effective to concentrate on the local population for several reasons. Firstly what can be achieved with casual "one off" visitors and holiday makers may be limited in terms of the level of interpretative work and in its impact on the conservation of the local environment. Secondly though there may be a recurrent demand for programmes like guided walks, the vagaries of the weather and tourist demand make it difficult to predict the uptake of such provision. This is not to imply that guided walks are a form of provision principally designed for casual visitors or tourists. Lastly it may also be felt that it is through continuing contacts with groups of users and through extended contacts in for example school projects, that the interpretative functions of the Countryside Ranger Service may best be achieved.

To an extent this concern with a local population of users is reflected in the distinctions made by rangers between the most and least important areas of work to maintain.

Among those areas thought most important to maintain are those in which interpretation is a central role, for example guided walks, school projects, environmental education, children's holiday projects and nature clubs. Other areas of work considered important to maintain are the promotion and maintenance of facilities, patrolling of facilities, the staffing of visitor centres and encouraging informal recreation in the countryside. A small number of rangers differ in their view of the value of guided walks and think these least important to maintain, but predominantly they regard the non educational functions least important citing acting as a water baillif, providing safety boat cover for water sports and non educational school use as examples of the least important areas of work to maintain.

Among the rangers we interviewed equal proportions did and did not work in conjunction with an Advisory/Management Committee though all reported that the public could influence the nature of provision either by complaints to staff or through discussion. Suggestion boxes were not reported as a means of feedback and similarly only one ranger reported that he had conducted formal surveys of participants to gauge demand and satisfaction. As with the other services, it was felt that participants would vote with their feet, or would provide comment on the nature of provision via letters to the local press. Other influences on provision were seen to come from the recent publication of specialist books and through the Journal of the Scottish Countryside Rangers' Association.

The wide range of working contacts illustrated earlier may well influence the number of cooperative projects in which the Countryside Ranger Services are involved. All those we interviewed reported that they cooperated with voluntary organisations and all except one were involved with national organisations in cooperative ventures. However, such cooperation was a little less evident with district L & R departments and regional CE services, two thirds of the rangers reporting cooperative work with the former, half with the latter. Irrespective of which type of organisation, almost all of the rangers reported that they had encountered problems in cooperative ventures and indicated communication and organisation, finance and staffing, and inter organisational rivalries as problematic areas. Some felt that progress towards cooperative work with the CE services and L & R departments had been slow to emerge.

Throughout the range of activities two criteria for success tend to predominate, participation and conservation. Participation is seen not only in terms of the numbers of people involved in programmes but also in terms of the numbers of returners and volunteers and in terms of active involvement and enjoyment of projects. Conservation might be seen in very specific terms through less litter being left in facilities, less damage to natural resources being caused or more generally through heightened awareness of conservation as an issue.

The rangers feel that professional training is essential for work in this field particularly when they come from a wide range of educational backgrounds, both graduate and postgraduate. However, there is no common form of pre-service education and training generally available in the universities or colleges and the professional training of the countryside rangers is undertaken by the Countryside Commission for Scotland. This may be taken either as an in-service course or shortly after appointment rather like an induction course. This common element of education and training by the organisation which funds 75% of the costs of countryside ranger services may well assist in shaping the general consensus among rangers on the purposes, objectives and methods of their work, and the rangers generally feel that this training is adequate.

The rangers are almost unanimous in their view that increased numbers of staff, both full time and seasonally employed are necessary if the service is to develop its full potential. They suggest increases in administrative and reception staff, in research staff, and in one area full time water activities instructors would be desirable and suggest the creation of a post of liaison officer for Schools and the Youth and Community and Community Education services. The areas of work they would like to develop in the future depend to a certain extent on the facilities that are available within each service. Countryside ranger services which do not already have an existing interpretation centre and base feel that the creation of such a focal centre is crucial. More generally there is a concern to develop environmental education further through work with the schools, with the Youth and Community and Community Education Services, with the disabled and with local interest groups and the involvement of local volunteers. One area is keen to consolidate and extend the range of footpaths and rights of way in the countryside, both mapping, marking out and publicising such facilities. There is then both an enthusiasm and concern to promote the development of extended forms of provision and to involve greater numbers of the public in their use, enjoyment and conservation.

Current or possible future integration of the countryside ranger services into district leisure and recreation departments is viewed with some degree of caution. The concern is that an emphasis on sport and recreation might submerge the emphasis of the countryside ranger services on education and conservation. It is perhaps such a concern which leads the rangers to feel that any future integration of leisure and recreation work with community education work at an administrative level would generally be undesirable, although some rangers did feel it would be desirable. However, there was a clear view that closer working relationships between staff of the L & R and CE services is desirable.

The staff of countryside ranger services like their colleagues in CE and L & R employ a wide variety of techniques in promoting their work with the public; local radio and newspapers, posters, illustrated lectures, slide shows and visits all serve this purpose. Unlike most of their colleagues in the other services, the rangers have the advantage of an identifiable presence in terms of the logo on their vehicles, their posters and leaflets and on badges that they wear; they feel that their own visibility in patrolling, taking guided walks and being identifiable in the course of their work serves good purpose in this respect. (Examples of some of the high quality of leaflets and handouts are appended at the end of this section.)

The service is concerned to provide a varied programme of activities, catering both for the local population and for tourists and occasional visitors. Inevitably the seasons, the weather and the availability of staff influence provision and the public's response to it. However, whereas balance may be seen to be a desired goal, it implies that possible tensions exist either between areas of work, or between the needs and demands of different groups of participants. The size of budget, resources and numbers of staff all may be seen to constrain the potential of the service and to determine what balance can feasibly be struck between the necessity to protect the natural environment and the concern to promote its wider usage and enjoyment, which may of itself make protection and conservation more problematic. Despite those tensions the countryside ranger services can be seen as making a valuable contribution to the informal and formal education of both children and adults through which conservation of the natural environment may be better achieved.

The various Countryside Ranger Services in many ways show the wide range of administrative arrangements that have emerged in the past seven years to accommodate a new form of work. Organised Regionally, like the Lochore Meadows, or at a District level, like that of Dundee City District or Stirling District they are funded 75% by the Countryside Commission for Scotland and 25% by the body in which they are located. Here again the administrative structures vary between Lochore, responsible to Regionally integrated Community Education and Recreation Services, Dundee City District, responsible to a Leisure and Recreation Department and the Stirling District Service, responsible to the Department of Planning and Building Control.

Likewise the remit and size of each Ranger Service varies considerably: the Dundee Service consists of one full time Ranger who has responsibility for an interpretative centre custom built in the 120 acres of Templeton Woods with its woodland trails and picnic areas, and responsibilities in nearby Camperdown Park. The Lochore Service has a recently created countryside park with many amenities, fishing, sailing, golf, picnic areas and a sizeable interpretative centres. Its staff include a centre/park manager, senior ranger, rangers and assistant ranger and seasonal rangers in the summer time. Lochore has both a blend of public and private facilities, with commercially run windsurfing and pony riding in addition to the other facilities. By contrast, the Stirling District Ranger Service with a Senior Ranger and two Rangers has responsibility for overseeing a large number of access agreements in the 850 square miles of Stirling District, but does not as yet have an interpretative centre or a particular park of its own. (One other Countryside Ranger had, at the time of the study, recently been transferred to the regional service and has responsibility for the West Highland Way). Additionally the Stirling team have an area which is at the heart of the tourist industry, including the Trossachs and the area on the east bank of Loch Lomond. The area attracts day visitors from the conurbations of both Strathclyde and Lothian as well as tourists from the rest of the UK and the world. Apart from being an area of scenic beauty in its own right, it acts as an area through which tourists pass on their way North and South. In short, whereas both Templeton Woods and Caperdown Park and Lochore Meadows are well defined and contained areas which attract a user population which is mostly locally based (District or Region), the Stirling District attracts a wide and more diverse user population to a less contained and greater area.

Despite these differences both between the locations and staffing of these ranger services, there is a significant degree of agreement over the tasks that they perform and in their view of their professional roles as countryside rangers.

Despite a commonly held view from outside the service that rangers are countryside policemen, they see themselves first and foremost as interpreters of the countryside. In short. They see themselves as having an educational role in the broadest possible sense and see other aspects of their role, conservation and policing as being tackled most effectively by an educative initiative. Some of the countryside rangers interviewed expressed the following opinion: "People don't know how to behave in the countryside when they have been brought up in the town; if they are destroying trees, it's often because they don't realise the damage they are doing. Besides, it's impossible to be watching everything all the time; you can't prevent it from happening, so it's better if you try to get people to change their attitude, to understand the countryside more, to help them see what is there".

This interpretative role is carried out with varying degrees of formality in a wide variety of locations with widely differing audiences. One method that each of the services uses is that of the guided walk. In Stirling there is a programme of 28 different guided walks which are undertaken around 70 times a year. The walks vary from a one-hour stroll to a six-hour climb to the summit of Ben Lomond. However, they all act as a means by which the Ranger can enter into a dialogue with participants and can show them flora, fauna, geology and more recent history of the area. Similarly, the Lochore Meadows Rangers have a programme of guided walks, each with a particular theme, and the Dundee Ranger leads interpretative walks from Camperdown Park. These walks are, however, only one interpretative role, and the rangers are available and make themselves available to explain and focus attention on aspects of the countryside in the courses of their patrols. In Stirling, for example, in patrolling the large number of access areas [these are small parcels of land often in a lochside, where a car park and a small trail have been laid out and where often steps have been taken to conserve the land; these often belong to private landowners with whom the Ranger Service and the Department of Building Control and Planning have negotiated an agreement to allow public access to this small area of land] the Ranger takes the opportunity to point out red deer on the skyline, to car bound tourists and then passing his fieldglasses between the tourists in a lochside car park enters into a 5-minute explanation of the habits of the red deer, their population, where they are to be found and so on.

In a similar vein, the Dundee City District Ranger has a variety of excellent handouts, which he produces himself, on birdlife and other animal life in Templeton Woods. When children come into the ranger centre they can, if young, colour in the outlines of local birds. If older can answer questions, complete puzzles, make use of educational games. Both the Lochore Meadows Centre and the Templeton Woods Centre have created young groups of interested club users for whom there are meetings and with the Meadies Midgies, a newsletter: an adult group has also recently been formed. The countryside ranger service in all 3 areas we have looked at so far has developed links with the formal education sector and has promoted a two way flow, visits by Rangers to both Primary and Secondary Schools, often presenting tape slide talks on the countryside and particular aspects of it, and encouraging visits by the schools' groups to Countryside Parks, to take guided walks along a nature trail. In one case a rather more structured and detailed curriculum has emerged for non certificate students in a local secondary school, though most frequently the countryside park is seen as a valuable visual aid to existing curricula.

The Ranger Service occupies a key position in a network of concerned agencies, Countryside Commission for Scotland, Regional Education Authorities, District Leisure and Recreation Departments, Private Landowners, the Forestry Commission, RSPB, Scottish Wildlife Trust etc. and in conjunction with them involves itself in the conservation of wildlife and countryside of particular areas, patrols and monitors their usage, and promotes a greater appreciation, enjoyment and understanding of these areas by its interpretive role. As a recently emerged profession, they have quickly and clearly formulated their professional role and this clarity of role may be influenced both by the nature of their professional organisation, and by the training they undertake with the Countryside Commission for Scotland. In short, though they appear to be understaffed, they are making a valuable and exciting contribution to the development of a service which blurs the distinction between recreation and education, but still carries out a valuable informal educational role.

Dundee District
RANGER SERVICE

Wildlife in Camperdown and Surrounding Countryside.

The Red Squirrel.

Squirrels live in the tree tops and use the branches as a "highway in the sky." Look out for signs of their activity lying on the ground.

What type of tree is the red squirrel most at home in? ______________________

What does the squirrel find to eat in these trees? ______________________

How can insecticides harm squirrels?

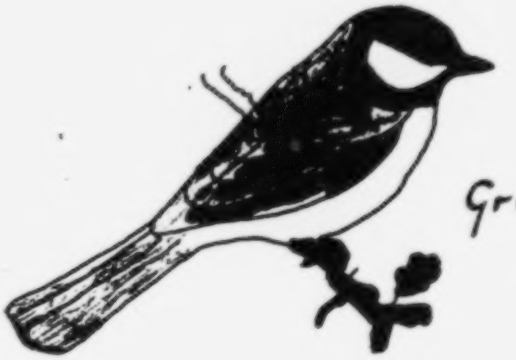
____

Wildlife in Camperdown and Surrounding Countryside.

Dundee District
RANGER SERVICE

The Tit Family.

Long Tailed Tit.



Great Tit.

Blue Tit

Coal Tit.

Which bird builds a nest of moss, lichen, cobwebs, hair and feathers?

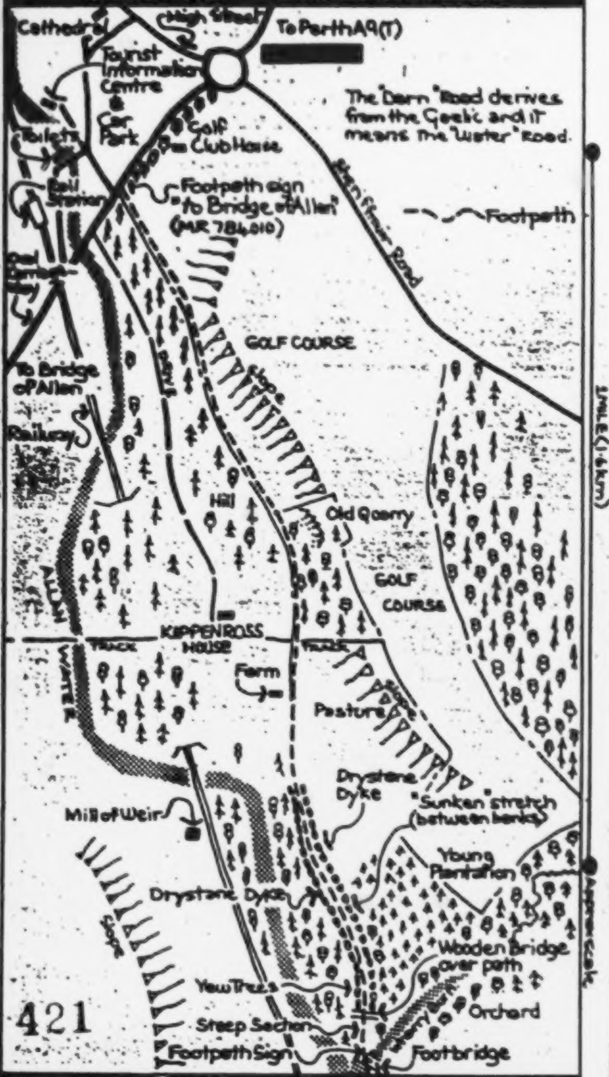
Which bird is more likely to be found in forestry plantations?

Three of birds prefer to live in oakwoods. Try tofind out why oakwoods are better for wildlife than forestry plantations.

Graded: Easy **2miles(3km)**

The Darn Road

DUNBLANE — BRIDGE OF ALLAN



Continued Over

Planning and Building Control Department, Stirling District Council

PLEASE REMEMBER.....

- WARM CLOTHING, STRONG FOOTWEAR AND SOME FOOD (HIKING BOOTS ARE REQUIRED FOR THE MEDIUM & HARD WALKS AS WELL AS WALKS IN THE HILLS)
- TAKING AN UP-TO-DATE ORDNANCE SURVEY MAP IS ALWAYS ADVISABLE (THE 1" TO 1 MILE SCALE MAP, "LOCH LOMOND AND THE TROSSACHS TOURIST MAP" COVERS MOST OF THE DISTRICT. IN THE 1:50000 SCALE SERIES OF O.S. MAPS THE FOLLOWING SHEETS COVER THE DISTRICT No. 50, 51, 56, 57, 58, 64 AND 65.
- CHECK THE WEATHER FORECAST BEFORE SETTING OUT, AS EVEN SUMMER WEATHER CAN BE UNPREDICTABLE AND SUDDENLY CHANGE FOR THE WORSE
- IF POSSIBLE, INFORM SOMEONE WHERE YOU ARE GOING AND WHEN YOU EXPECT TO RETURN

Guided Walks

HAVING DECIDED WHICH WALK YOU WISH TO TAKE, CHECK AT THE LOCAL TOURIST INFORMATION CENTRE WHETHER A STIRLING DISTRICT COUNCIL COUNTRYSIDE RANGER HAS ARRANGED A GUIDED WALK WHICH MIGHT SUIT YOUR PLANS OR CONSULT THE CURRENT "SUMMER EVENTS PROGRAMME"

The Country Code

GUARD AGAINST ALL FIRE RISK
FASTEN ALL GATES
KEEP ALL DOGS UNDER PROPER CONTROL
AVOID DISTURBANCE TO FARM STOCK
KEEP TO THE PATHS ACROSS FARM LAND
AVOID DAMAGING FENCES HEDGES AND WALLS
LEAVE NO LITTER
SAFEGUARD WATER SUPPLIES
PROTECT WILDLIFE, WILD PLANTS AND TREES
GO CAREFULLY ON COUNTRY ROADS
RESPECT THE LIFE OF THE COUNTRYSIDE

ROUTE CARDS PREPARED BY: PLANNING AND BUILDING CONTROL DEPT., STIRLING DISTRICT COUNCIL.

STIRLING DISTRICT COUNCIL'S COUNTRYSIDE RANGERS PATROL THE AREA AND WILL BE PLEASED TO ADVISE YOU ABOUT THE LOCAL SCENERY, WILDLIFE AND HISTORY.

COUNTRYSIDE WALKS

Route Cards

STIRLING DISTRICT

HERE IN THE HEART OF SCOTLAND, STIRLING DISTRICT COVERS ALMOST 900 SQ. MILES OF SOME OF THE FINEST SCENERY IN GREAT BRITAIN. THIS FINE SCENERY CAN NOW BE ENJOYED BY FOLLOWING THE WALKS DESCRIBED IN THIS SERIES OF ROUTE CARDS.

EACH CARD DEALS WITH A SEPARATE COUNTRYSIDE WALK AND DESCRIBES INTERESTING FEATURES AND PLACES ALONG THE ROUTE.

THE ROUTES SELECTED IN THIS SERIES ARE EITHER RIGHTS OF WAY OR ARE ESTABLISHED FOOTPATHS. MOST ARE SIGN-POSTED AND/OR WAYMARKED THEREFORE THE ROUTES ARE CHOSEN TO CATER FOR THE HOLIDAY WALKER AND THE FAMILY GROUP BUT ADVICE GIVEN ON PREPARATION AND CLOTHING SHOULD ALWAYS BE FOLLOWED

EACH ROUTE CARD IS DESIGNED TO ALLOW THE WALK TO BE FOLLOWED IN EITHER DIRECTION e.g. INVERSNAID TO ROWARDENNAN, ROWARDENNAN TO INVERSNAID. THE APPROXIMATE LENGTH OF EACH WALK IS GIVEN IN MILES AND KILOMETRES. EACH ROUTE HAS ALSO BEEN GRADED, HARD, MEDIUM, EASY, TO GIVE GUIDANCE AS TO THE DIFFICULTY OF THE WALK.

STIRLING DISTRICT COUNCIL

Fife Regional Council

Lochore Meadows Country Park

GUIDED WALKS

WINTER PROGRAMME

October 1980 — March 1981

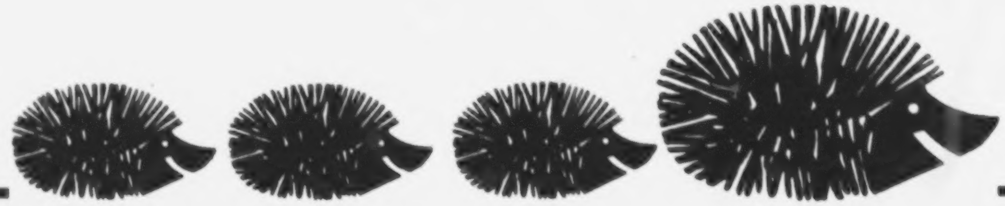
Come for an easy 2 - hour walk with a Ranger at Lochore Meadows Country Park

In Autumn and Winter the countryside is more peaceful and Loch Ore is often crowded with water fowl.

Bring your wellies and your warmest clothes!

PROGRAMME

October	19	Sun. 2.30 p.m.
	26	Sun. 2.30 p.m.
November	2	Sun. 2.30 p.m.
	23	Sun. 2.30 p.m.
December	14	Sun. 2.30 p.m.
	28	Sun. 2.30 p.m.
January	11	Sun. 2.30 p.m.
	25	Sun. 2.30 p.m.
February	8	Sun. 2.30 p.m.
	22	Sun. 2.30 p.m.
March	8	Sun. 2.30 p.m.
	22	Sun. 2.30 p.m.



How to get there

By Car - At Crosshill on the B920 from Lochgelly to Ballingry.

By Bus - A regular bus service from Dunfermline and Lochgelly to Ballingry passes the main entrance to the park.

Lochore Meadows Country Park,
Crosshill, Lochgelly, Fife.
(telephone: Ballingry 860086).

FIFE
RANGER SERVICE

DISTRICT LEISURE AND RECREATION

Duntrune Demonstration Garden - Broughty Ferry, Dundee

The Garden is run by the Parks Department and has developed with little linking or connection with other departments including education. Its function is however educational and recreational and it may be viewed as a positive development which might usefully be taken up in other areas in conjunction and cooperation with community education, or informal further education, youth and community or adult basic education. The programme is presently small but the potential in educational and material terms is such that it could form a part of a balanced programme of learning and activities.

The Garden consists of three-quarters of an acre planted with vegetables, flowers fruit trees and shrubs. It opened in 1975 and its main purpose is to provide a training ground for parks apprentices, of whom there are 45 at present. A second purpose is to provide education and information for the general public and amateur gardeners. A major element is to assist the movement towards growing your own vegetables which could attract some unemployed people and develop pressure for the creation of more allotments, for which there is a waiting list in Dundee.

The Garden is staffed by one full-time estate trained gardener who comes under the management of the training officer of the Parks Department. Labour is provided by parks apprentices and there is one WEEP's worker full time in the Garden at present.

There is a programme of fortnightly talks by members of the parks department which take place on a Saturday morning and run from April to October on the various aspects of horticulture in the Garden. The Talk and demonstration, assisted by the estate gardener, is informal and friendly. The staff are very approachable and people are made to feel at home. The attendances vary between 40 and 70 and there were 400 at the Open Day in August. Anyone can come to the Garden at any time to walk around and ask advice from the estate gardener. There is no real check on who attends but the impression is that they are mostly house-owners. The position in Broughty Ferry is not such as to make it immediately accessible to council estates who do not in any case have gardens but a number of whom have allotments. A number come from outside Dundee and there are occasional school visits. The only other Demonstration Garden in Scotland, as far as we know, is in Glasgow.

The Parks training officer tried a free gardening class at the Whitfield Estate but it didn't get enough numbers. This was an independent initiative and no contact was made with community education workers on the estate. He does however take a successful class for the local Adult Education Association (formed after the part-time head of centre system for IFE was abandoned) at Grove Academy. Thirty four people attend and pay fees of £8 per term.

Publicity for the Garden is provided by 5,000 leaflets paid for by advertisements and distributed through libraries, community centres, the parks information desk and the firms who pay for the advertisements.

The training officer and the estate gardener would like to develop the educational aspect of the work but the parks department is at the limit at present in terms of resources. They would like to have a lecture-room which would also serve as an indoor demonstration garden. Courses they say would be provided free by the Parks Department. At present the only facility is a small wooden room in which handouts are kept and a small hut for the estate gardener.

Comment

This is a good example of an education/recreational exercise developed by a parks department with little overt or conscious educational policy or connection with education departments.

Technical officers in the department and the estate gardener have relevant skills and knowledge and are able to communicate effectively though numbers at the talks are becoming too high. They do perceive the potential of the programme but haven't on their own the resources to develop it. A member of the Community Education City team would be prepared to assist and has video equipment which could take the programme to the estates.

The programme is based on a single activitiy and staffed by people who know what they are talking about. But the single activity might form an educational base for the development of other programmes in the areas of, for example, nutrition and consumer rights. This would require cooperation with education departments.

Parks Departments and Leisure and Recreation Departments in other districts might consider the establishment of demonstration gardens and work out the cooperation needed for the garden to reach its full potential as a recreational and educational resource.

A Wildlife Centre

One of the 'unintegrated'* authorities was remarkable for an unusual range of provision at a district level. However, although the provision of a Wildlife Centre was uncommon in one sense, it demonstrated one of the ways in which several district authorities during the 1970's have broadered their activities to include those which are specifically educational. Nevertheless, and this is important in the light of remarks made in chapter 4, it was clear from talking to some of the staff concerned that the Wildlife Centre was considered 'additional' to the central task of maintaining and improving the facilities (mainly parks and sports grounds) owned by the district. A further reason for including this brief case study was that it demonstrated an important piece of joint funding between regional education and district LR.

The Wildlife Centre was established during the early 1970's, after an agreement between a member of staff working in a children's zoo in one of the department's main parks, and the LR director, to develop "an interpretive facility", with local school children particularly in mind. Around 1974, at which time the zoo had been moved to the other end of the park, a Field Study Centre had been built. This included a small ground floor demonstration area-cum-lecture theatre and an upper office for the staff of the Centre. The Study Centre was intended as the hub of a network of paddocks and cages for an expanding collection of wild animals and birds, with a special emphasis on varieties indigenous to Scotland.

Staff included one Nature Study Officer in overall charge of the facility; an Assistant Conservation Officer (mainly for 'interpretation' and educational purposes); 4 permanent manual staff (for general work, supervision and animal feeding); 8-10 MSC employees (who were working on various building tasks); 2 youngsters on Community Service Orders, by arrangement with the local Association for Social Services, paid by the Social Services Department; and a further 'manual' member of staff, who acted as warden of a neighbouring freshwater area.

The annual finance for this Wildlife Centre came from two sources: regional Education and the district Parks Department. It was not clear precisely what was the size of the regional allocation to the Centre since only part of the total figure of an estimated £12,000 was controlled by the Nature Study Officer. However, of this nearly £2,000 was spent on wages for (temporary) staff and a further £2,000 for materials, in connection mainly with the 'schools programme'. Apart from the wages of permanent staff at the Centre, the district budgeted for a total of approximately £15,000 for materials (all figures quoted for 1982-83).

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* cf summary table of Structures in CE and LR, chapter 4.

The formal policy objectives were as follows. The Wildlife Centre aimed to fulfil certain general functions in relation to nature conservation: creating an awareness of the environment, and advising on conservation within the Parks Department and for other organizations. It aimed to promote interest and study, through close contact with Scottish Wildlife, of natural history and zoology. An "animal bank" was available for schools and other educational establishments to use as a resource. Finally, in terms of the districts "Environmental Services", the Centre aimed to provide opportunities for studying the natural, manmade and cultural environment and areas for practical conservation projects and fieldwork.

Much of the Nature Study Officer's time was spent in the maintenance and physical development of the facilities at the Wildlife Centre, and in animal care. The Centre was understaffed on the manual side which meant that more of the Officer's time was spent on such routine tasks than he would clearly have preferred. However both he and the Assistant Conservation Officer were also involved in visits to local schools. These were generally arranged as a result of direct contact with individual teachers, for whom Wildlife Centre Staff acted as back-up and a resource in projects connected with the environment. Such work involved a significant amount of direct contact with school children, talking to and working alongside them, and those of the results which we were able to see were impressive. Classes were encouraged to visit the Wildlife Centre but animals and birds were also available from the "animal bank", and were used for demonstration purposes by members of staff on their visits to local schools.

Statistics were available for total ticket sales throughout the year but more detailed breakdowns of these totals were not. However staff at the Centre considered that a broad spectrum of the general public, by age, sex and social class, made use of the facilities. In particular there were large numbers of visitors from neighbouring council housing estates. A recent survey of visitors to the park had established that approximately three quarters came to the Centre, as the main object of their visit. However the user population also extended well beyond the boundaries of the district. Schools came from all over the region as well as from neighbouring education authorities. Staff were additionally in contact with a wide range of organizations in different parts of Scotland to whom they gave information and advice, talks and demonstrations.

Parks management staff were happy to allow Centre staff a considerable degree of autonomy over day-to-day decision making with regard to a 'specialist' service. However Centre staff felt that where resources were in danger of being cut, as had occurred over the previous three years, there was a need for better understanding between the various tiers of administration in the local authority.

CHAPTER 13

Arts Development in Fife and Tayside Regions

Introduction: Issues in the Management, Organisation and Development of Local Authority Arts Provision in Scotland

Local Government has a long history of support for the arts. Since 1887 local authorities have had a duty to provide public libraries and many local authorities have exercised their power to provide museum and art gallery services, for at least as long. The Local Government (Scotland) Act of 1973 singled out the provision of these three services as a specific duty of local authorities. (cf 1973 Act, Section 103). In themselves the 100 or so museums and art galleries and the several hundred public libraries for which local authorities in Scotland are directly responsible, make local government massively responsible partner in the business of arts patronage, and constitute a core of cultural and arts related provision which, since local government reorganisation, has been administered by District Councils. (Scottish Arts Council, 1977:19).

Nevertheless provision by local authorities for the arts within and outside this 'core' has developed in a piecemeal and uneven way. Administrative arrangements tend to be fragmented. Norms for the provision of facilities may be recognised in theory but are not implemented with any degree of uniformity in practice. There are, therefore, in the broad field of arts provision wide geographical inequalities. The central belt of Scottish Regions, within which our research was located, is generally considered better provided for than more remote areas such as the Highlands and Islands, the Borders, North-East and South-West of Scotland.

Apart from Libraries, Museums and Galleries Services, administered at district level, support for the arts is provided by regional and district authorities by means of grant-aid to local arts organisations, programmes of entertainment by professional performers, encouragement of community arts festivals, maintenance and management of public halls and theatres in which arts performances, exhibitions and workshops take place and a variety of other ways. Local government is also deeply involved in the arts through its Education Committees, school provision, some vocational training in Further Education Institutions and a substantial amount of arts-related work in Informal Further Education, where (if language, and English Literature are included) approximately one-third of participants are studying arts subjects.

The SAC report speaks of three unquantifiable general impressions of arts provision in the Scottish regions. These can be summarized as follows:

(1) Whatever local authorities may be expected to do in future to improve and develop the arts, they are already extensively involved in this area of provision, and "they, rather than independent bodies, are the right executive agents for arts provision at local level".

(2) There is in local government as a whole a lack of coherent policies for the arts. "Too often what is done is done as a result of historical circumstance or pressure from uncoordinated initiatives, rather than as part of a purposeful philosophy".

(3) Local government patronage "extends, generally speaking, over a fairly narrow and traditional band of the total arts specturm". (p 20) This being so it should collaborate in a broader compass bf artistic expression within the very wide, permissive framework laid down by the Local Government (Scotland) Act of 1973. ("A local authority may do or arrange for the doing of or contribute towards the expenses of the doing of, anything . . . necessary or expedient for the purpose of the provision of adequate facilities for social, cultural and recreative activities".) (Scottish Arts Council, 1977:20-22)

To these general impressions we may add the following observations:

(4) There was a hope in the mid 1970's that local authorities would begin to develop their arts provision more seriously and systematically than before. This was encouraged by notions connected with new corporate management arrangements as well as by the specific recommendations of bodies such as the Alexander Committee, which saw the arts as a vital part of Community Education. Such hopes subsequently remained for the most part unrealized.

(5) A worsening climate of inflation and economic restraint is reckoned by many to have affected the arts more seriously than other areas or provision.

(6) There is continuing official reluctance to attempt to develop coherent national policies for the arts. The dominant official view has continued to be that policy should be decentralized, with local authorities providing what they are able, within their reduced budgets.

(7) Arts provision has therefore continued to be fragmented. More than in other local authority services the difficulties of securing comprehensive policies and coordinated work have been pronounced. Fragmented as developments have been however, there has been a growing interest in what we can loosely call 'outreach'. Where there are severely limited resources, outreach is a practical necessity to ensure the maximum benefit to as wide a spectrum of the public as possible and as 'political' amunition to secure

support for existing provision and finance to increase it.

Curiously enough, the practical necessity of 'reaching out' from existing forms of organizational provision, is parallelled by a movement within the established arts world at a conceptual level away from traditional notions connected with, for want of a better term, 'high art'. "Cultural Animation" and "Community Arts" are terms which express the organizational and conceptual orientations of this movement and a few comments concerning these issues are appropriate.

Cultural Animation and Community Arts

The SAC sees its main role as being to support the organisations which bring together two groups of people, which form the poles of an "axis" on which professional art depend, viz: the producers (creative and interpretative artists) and the consumers (audience, exhibition attenders, readers, purchasers of works of art or tickets for performances.) This is not a fortuitous distinction for these two groups are supplemented by a third and together constitute what have been called "three denizens of the arts world".

> "There appear to us to be three quite distinct categories of person actively concerned with the arts environment: the professional artist . . .; the amateur pratitioner; and the consumer. We find these categories have markedly different needs, and therefore provision for these needs must be different."
> (SAC, 1977:18)

By contrast, Community Arts, according to one definition,

> "differ from practices of the more established arts in that they are chiefly concerned with a process rather than a finished product: a many-sided process including craft, sport etc, in which the 'artistic' element is valuable and often not distinguishable from the rest"
> (Arts Council of Great Britain, 1974)

"Cultural animation", is a wider concept. It is often seen as a process by which ideas are 'infiltrated' into the community. It involves active exploration and development of new relations among individuals, resulting in a greater awareness of self, the environment and the community. It aims at projects which "will not impose yet another passively accepted feature of life" and generally takes place away from established centres of learning and performance. Key concepts are "relevance", active "learning by doing" and "self-expression". Community Arts, as a branch of cultural animation, mirrors some of the preoccupations of community development workers and indeed, from one point of view, aims to provide a spring-board for community development activities. From the community arts angle the differences between professional artists, amateur practitioners and consumers are blurred. To an extent every individual is capable of artistic expression and the aim of community arts activities is to stimulate personal development by encouraging active involvement at different levels of performance and skill, by as wide a variety of groups and individuals as possible. The constraints on expression imposed by legitimate art forms are rejected. Established criteria of standards of achievement are not necessarily put aside but they are not allowed to constrain the impulse to self-expression. The main thrust may be characterised by the term 'anti-elitist', in that it seeks to combat arguments that the arts, traditionally conceived and executed, should be a minority interest, enjoyed by those with rarefied tastes, a limited group of devotees primarily drawn from highly educated, professional and middle-class city dwellers.

The three case studies presented in the following pages illustrate differences and similarities in two region's approaches to local arts provision, its organisation and administration. What follows is not a 'comprehensive' analysis since there is no attempt to examine the overall picture in which district councils play such a substantial part.

Instead we look first at the work of Fife Region's Arts in Fife unit, which is a small branch of the CERS. The approach adopted is characterized as a pluralistic form of 'non-institutionalized' outreach. The unit possesses a very narrow physical base and heavily relies on the support and collaboration of a wide range of statutory and non-statutory agencies.

There follows a comparison of two arts institutions, in Fife and Tayside. These two centres are not exactly comparable in that one centre, apart from its provision for the arts, caters for different forms of physical recreation whereas the other is more exclusively concerned with the arts. Nevertheless both are involved in developing programmes relating to the visual and performing arts. Both have a 'split' remit in that they are each understood to perform the functions of a regional arts centre and are expected at the same time to make provision for the local community. Both are administered separately from the community education centres owned by each regional council.

However one centre is characterized by an 'institutionalized' and commercial approach to provision, which is made almost entirely within the centre. Staff in the other centre have adopted a different approach which can be called a 'community developmental' method of provision. These are not accidental differences. Staff in the first centre are by and large from a professional arts background. The warden of the second centre was trained as a Youth and Community worker, and recently moved across to Tayside after several years in the Fife YCS.

1 Arts in Fife: History, Structure and Policies

Fife was the only authority within the geographical area of the project to have established a full-time post prior to local government reorganisation, whose remit was the development throughout the county of a policy for the arts. In addition there were in Fife, as elsewhere, organisers for specialist disciplines, such as music, prior to that date, but they were concerned primarily if not exclusively with the development of their disciplines within the formal education sector. The Arts Organiser in Fife by contrast had something of an open remit to develop work both inside and outside the schools and colleges, in a range of different performing and visual arts.

The post of Organiser for the Arts in Fife was established in 1967. Prior to the reorganisation of local government and for some time after it, the work of the Organiser appears to have been concerned mainly with the arrangement and promotion of special 'events', including concerts, exhibitions, demonstrations and theatrical performances by professional artists and groups in different parts of the county (later Fife Region). There were a number of additional facilities which were managed by the Organiser such as the lending services for lighting and stage equipment and the record library. The operation was extremely small by present standards. The present Principal Organizer, now known as Principal Arts Officer, has a degree in music, and taught in Fife schools before entering educational administration. She had an interest in community arts before coming to her present post and also had an established knowledge of the region, its Education Officials and school staff.

From 1978 the unit was able to secure the appointment of several unemployed arts workers through funds supplied by MSC (CEP). By 1982 these were organised in three Mobile Arts Teams (3 workers in each team) based in Community Centres in Dunfermline, Leven and Kirkcaldy. It was hoped shortly to increase the members employed through this scheme to 12 (4 teams). Such staff are recruited on the basis of their previous experience, although no particular qualifications are required. They are paid on teacher related salary scales and are expected to develop arts projects with members of the local communities in which they are based. They receive no pre-service training as such but have been involved in various in-service courses. There is an Arts Sub-Committee of the CERS Committee. Through this the Principal Officer has direct access to elected members including the chairman of the Education Committee and the Vice-Chairman of Finance.

By contrast with the other regions, Fife is relatively well provided in terms of arts facilities, although none are directly controlled by the Arts in Fife. Developments over recent years have taken place in facilities for the performing arts at the Adam Smith Centre (Kirkcaldy), the Lochgelly Centre and the Crawford Arts Centre. With the Carnegie Hall (Dunfermline), the Younger Hall, the Buchanan Theatre (St Andrews) and the Byre Theatre, there is a good geographical spread over Fife.

The formal statement of policy for the Arts in Fife reveals little of the shifting emphases within the programme. A recent review of arts policy included the following formal aims:- encouraging lively participation in the Arts both as audience and practitioners; making high quality performances, activities and exhibitions available to local communities at a reasonable cost; and encouraging new and developing ventures in all aspects of the Arts throughout the community.

Arts in Fife no longer attempts to maintain, by its own efforts, the broad programme of professional concerts, theatre productions and other events which characterised, formerly, the major part of the unit's work. Now instead of its direct former involvement with the professional programme they plan closely with local organisations and promotional agencies, assisting and coordinating where necessary, but often leaving the bulk of detailed arrangements to others.

The Arts in Fife recognises the importance of maintaining a professional programme of events, exhibitions, concerts and the like, but also stresses the necessity, vividly put, of "lighting fires from all angles". From this point of view the essential merits of professional performances and high standards of achievement in any branch of the Arts, are not necessarily elitist. The aim is to stimulate the evolution of different structures and organisations which cater for the broadest possible range of arts interests and, at the same time, for different levels of involvement and competence. In sharp, practical terms the lesson is if you concentrate too much on particular groups or develop provision at only the most basic level of competence, other groups may lose interest or go elsewhere. For the Arts in Fife this is a delicate balance which has to be struck by the successful animateur.

However, as with the organisation of the professional programme, the role of the Arts in Fife with regard to animation at a local level involves another kind of balance. In this respect the balance to be struck is between direct intervention by means, for example, of the Mobile Arts Teams, and indirect stimulation and encouragement. One prominent example of an indirect method of stimulation is the use made of the Arts in Fife newspaper, which is free of charge and is produced quarterly. The newspaper consists not merely of items of information about future events but aims to keep up a flow of communication, through short articles and photographs, of successful projects and activities in which different Fife communities are involved. Apart from its utility as a source of information about arts in the community and professional performances/exhibitions it is also intended as a stimulant. In addition, the newspaper works to the political benefit of the Arts in Fife in two ways. It assists in getting away from the bureaucratic image associated with a local government service and helps to increase public awareness of a unit which is small and therefore insecure.

The administration of grant aid offers perhaps the most obvious means by which local arts involvement and development can be directly stimulated. Here the kinds of balances we have already discussed also have to be struck: between spreading the available financial support as widely as possible and concentrating it enough in the right places to ensure that the quality and standards of achievement of different groups improve.

This 'pluralist' approach to arts in the community aims to achieve the widest possible participation in many different forms of art. Efforts are not to be judged so much by 'external' standards of achievement, as by 'internal' criteria of self-expression, satisfaction and fulfilment. The validity of many different kinds of artistic self-expression are recognised. Certain standards of achievement and professionalism are not denied. But the intention in thepluralist approach is anti-elitist. It is about relating the practice of certain art forms - dance (contemporary and classical), music, drama, painting and so on - to people wherever they may be, with whatever levels of competence they happen to possess. By making certain specialist skills and facilities available to them, by bringing them together with professional artists, by making artistic experiences seem more relevant it aims to assist them towards profounder levels of understanding and higher degrees of competence, primarily as people and only secondarily as 'artists'. It is about stimulating thought, judgement and discrimination and reflects a dissatisfaction with conventional attitudes to arts education as laying too much emphasis on learning facts. In sum it is an approach which does not necessarily deny the existence of categories of professionals, amateurs and consumers but decidely blurs the distinctions between them in theory and aims to bring them together for the purposes of practice.

The 'Programme': Linkage and Cooperation

Small as it is in size, limited as are its resources, Arts in Fife aims to cooperate as far as possible with all individuals, groups and organizations within Fife who have an interest in the arts. The networks of linkage are therefore complicated, and the activities which the unit encourages are extremely varied. They range from special events such as a Puppet Festival and dance 'weeks', to support for the on-going work of, for example, the Fife Opera, Glenrothes Choral Society, Leven Pipe Band, Fife Symphonia and the Early Music Society. Recent 'developments' include: a Youth Theatre, Creative Writing weekends, and a Youth Jazz Orchestra. Until recently a Literary Magazine was produced, containing the work of major professional writers, as well as local 'amateurs' and school pupils. The lending services have grown and now include an art prints library, a music library and lighting and stage lending services.

With its increasing emphasis over recent years on the encouragement of wider community involvement in arts related activities, the Arts in Fife have developed closer links with the Youth and Community Service whose facilities are now extensively used. Several YC workers have also been closely involved in the organisation and management of local arts festivals and other activities.

The Principal Arts Officer has established a range of contacts with local staff in the YCS, on an irregular and informal basis. As the work of the Arts in Fife has become more extensive and diversified opportunities for more sustained forms of cooperation with individual workers have diminished. One way round this problem has been through the appointment of Mobile Arts Teams. This scheme is at present in an early stage of development and so far the work of the Mobile Artists has been concentrated in three areas: Dunfermline, Kirkcaldy and Leven. The Mobile Arts Teams are intended to complement the other work of the Arts in Fife, providing sustained 'face-to-face' contact with community groups, encouraging the development of arts-related activities. However there are a number of problems connected with the basis on which teams are employed and their relationships with other community workers.

Until recently Mobile Artists have been employed through the Manpower Services Commission's (MSC) Community Enterprise Programme. It is frequently difficult to obtain staff with appropriate experience for work which is skilful and often tricky. In-service training helps but when a year's contract ends, the skills developed are often 'lost' to the Arts in Fife. In addition relationships between Mobile Artists and YC workers, in whose centres the artists are based, have raised questions about the accountability of the MSC Teams. From the point of view of Arts staff it is essential that community artists should not be too closely tied to other branches of the CERS, since they are intended as mobile agents.

In relation to Informal Further Education, collaboration with Arts in Fife has begun, belatedly to develop. For example an arrangement has recently been agreed whereby the unit will be responsible for a number of IFE classes in several centres. Joint work as such is however limited to financial and administration matters. Collaboration with Community Use of School (CUS) Projects has been even more limited. CUS Centre Heads appear to be too heavily committed to managerial tasks to enable much fruitful cooperation to take place, and their 'orientation' is more in relation to the maintenance of their facilities than direct involvement with participant groups.

However cooperation with a wide variety of bodies outside the CERS has been fruitful: with district LR departments, whose facilities are used, for example, for exhibitions and concerts; with schools; Social Services; and commercial organizations. A bank agreed to sponsor various school arts projects for a 3 year period.

Conclusion

The work of the Arts in Fife demonstrates effectiveness of one outreach approach to arts development, which is knitting together many diverse voluntary and commercial organisations and local authority departments in a wide variety of initiatives. The staffing and other resources of the unit are extremely slim and appear to be under threat. It appears that a 'structure' of opportunities was beginning to develop rather than, for all their undoubted benefits, a series of unrelated events and activities. However the researcher was not able to establish how far in practice participants in one activity, for example, were aware of and able to engage in others or how developmental, at a personal or social level, participation in different activities or programmes actually was.

For the future, much will depend as before on cooperation with other agencies and further developments in the 'structure' of arts opportunities in the region, in the present political and economic climate, are likely to be slow. Arts in Fife staff lay some stress on the importance of the Mobile Artists, although their future under MSC is uncertain. Collaboration with IFE might offer one means of developing this area of work, since part-time workers might be employed through IFE codes, and could perform precisely those community developmental tasks outlined by the Alexander Committee.

The two case studies presented in the following pages demonstrate varying approaches to the problems connected with the development of locally based arts programmes. At this point we shift from an examination of a programme which has achieved a high degree of flexibility and a wide range of cooperative links stretching throughout one Scottish region and beyond, to a discussion of two centre-based local arts programmes.

2 A Local Arts and Sports Centre in Fife: Historical Background and Developments in Policy

In 1969 an agreement was made between the Regional Education Committee and the local Town Council for the provision of a facility which would cater for the social, cultural and physical needs of the community in an area which during the late 50's and early 60's had seen the decline of the coal industry and one of the highest rates of unemployment in the country. The centre was built in a deliberate effort to improve the quality of local life. Nearly £600,000 was spent initially on what was by most standards an unusually well equipped multi-purpose facility, through funds provided by a joint agreement between Fife Region and the District Authorities.

The centre stands adjacent to the main street of the town. A large car park gives access to various entrances. There is a large theatre which can seat 463, and neighbouring workshop. The other major facility is a large sports hall which is well-equipped for a variety of indoor sporting activities. In addition there are squash courts, offices, and changing rooms and seven specialist and general utility areas (including art rooms, a pottery workshop and a restaurant-cum-lounge area). A local Youth and Community Worker uses a small office beside the theatre as a base. Internally, the architecture and decor are both unusual and inviting.

The management of the centre has had a chequered history, and a succession of Centre Heads (6) in the period since it was opened in 1976, have brought quite different approaches to the organisation, administration and programming of the facility. The present professional staff feel that there has been a movement away from the range of low level recreational functions associated with an informal leisure centre towards more specifically educational purposes, emphasising the importance of high standards and the creation of a "centre of excellence". Parallel with this progression there has been an increasing emphasis on the regional as well as the local functions of the centre.

Centre management policy lays particular stress on the importance of maintaining as broad a range of activities as possible and of responding to what is wanted by the public. The "curriculum" offered by the centre is looked upon as a fluid 'entity' which should be changed in conjunction with changes identified through constant testing of the market. A reference file of consumer demands is kept and 60% of new ideas for the programme, the researcher was told, come from the public. The three "departments" - for performing arts, physical recreation and arts and crafts - do not have rigidly defined remits and the centre has responded for example to a demand for more language provision with plans for a new language laboratory which will be managed within the Arts and Crafts Department. A good deal of importance is laid by senior management on the need for a marriage between the educational and commercial sides of operations. In terms of the approach to policy, the commercial element is perhaps most in evidence in the organisation and programming of the performing arts.

The appointment of the present Head of Centre coincided with the establishment of a Performing Arts Department. At the same time there was a pressing need to put the operation of the theatre on a more commercial footing. The development of performing arts and the new approach to the management of the theatre are indicative of the general trend of management policy in the Centre. The activities of the Fife Children's Theatre, of the Fife Youth Theatre and of the "Children's Choral" are all examples of recent ambitious developments associated with the performing arts. In the theatre, there has been a progression from popular shows designed to fill the facility, make it profitable and better-known, to what are regarded as more 'middle-of-the-road' shows combined with workshops where professionals are brought together with members of the public to encourage interest and stimulate higher standards of performance.

Though frequently vague and repetitive, a number of central themes emerge from policy documents and from interviews with professional staff which may conveniently be summarised as follows:-

a) The Centre has local and regional functions, between which there is some 'tension'. For example the kinds of theatre which may attract audiences from further afield may not fulfil local needs or meet local wishes.

b) It promotes awareness and appreciation of minority arts.

c) It provides a variety of different opportunities for participation in physical recreation and the arts and opportunities for all age groups to progress from lower levels of skill, understanding and involvement to higher levels.

d) It provides support for, and collaborates with, local agencies and organisations, including schools.

e) The regular meetings and activities of groups and individuals in the centre are 'balanced' by special events, exhibitions and professional shows and demonstrations. Club usage is balanced by casual usage.

After a regional council policy decision emphasizing provision for the unemployed, there has been some pressure to employ staff in MSC Schemes and to put on activities and programmes specifically for unemployed groups in the centre. Some staff are more affected by these pressures than others and clearly there are a variety of views about the problem. However one point of view is that the centre is now increasingly seen as a "secondary stream" of education, providing out of school activities for children and recreational education for groups such as the unemployed, whereas it should be developing more distinctive educational alternatives.

These and other issues, particularly those raised by the Stodart Report in relation to the administration of and responsibility for community centres, have led to questions about the educational role of the centre's programme. So far the three Recreation Officers have been redesignated as "Heads of Department". But it is not clear how precisely a more educational as opposed to recreational orientation in future will affect the priorities of staff and the activities which they run. One member of staff frankly admitted to being unsure about the practical implications of the new emphasis on education.

Organisation, Management, Staffing and Linkage

There were 23 full-time members of staff at the centre, 13 part-time staff (including 8 instructors, receptionists, cleaners and catering staff), 4 people employed in 1981/82 through MSC and 20 casual staff. Three Departmental Heads (for Performing Arts, Physical Education and Arts and Crafts), a Technical Stage Manager and a Catering Supervisor reported to the Head of Centre and his depute.

The three Departmental Heads, the Catering Supervisor and the Senior Caretaker met with the Head of Centre and his Depute one morning each week to plan programme arrangements for the following week, to report back on events and problems of the previous week and to discuss general issues connected with the administration of and future policy for the centre. A "management committee" met bi-monthly and consisted of representatives from both Regional and local District Councils, including the Principal Arts Officer and the YCS Organiser, and three members who represented centre users. This committee had a general supervisory role and reviewed the long-term development of the centre. Relationships between it and the executive management staff of the centre were cordial, although contact was limited, and the Head of Centre and his staff were responsible for day-to-day administrative arrangements.

The weekly staff meetings provided a forum where senior members of staff could express their views and air their problems. Those staff involved clearly appreciated the opportunity to do so and satisfaction was expressed with a more 'participative' style of management. Staff felt there was also a more "professional" approach to management by contrast with earlier periods when there had been less efficiency and more local involvement in the day to day organisation and administration of the centre.

One member of staff was particularly concerned about the balance between the time that Department Heads were expected to spend on general supervisory and administrative tasks in the centre and that which was available for developing new initiatives and for teaching and other work with centre users. The former heavily outweighed the latter and the view was expressed that as a result the possibilities for implementing new ideas were severely constrained. There was a need to ensure adequate supervision of the centre throughout the week, including evenings and for periods at weekends. However, arrangements for time off limited the number of times during the week when all the senior members of staff were in the centre. This administrative arrangement tended to reinforce the general independence of each department. If opportunities for more integrated and cooperative work are to be developed in future, this is a problem which will have to be resolved. There has already been some collaboration, for example between the Performing Arts and the Physical Education Departments over arrangements for an Adult Contemporary Dance Class. The resources of the Arts and Crafts and Performing Arts Departments were recently brought together for the benefit of the Fife Children's Theatre. However, there is scope for a great many more of these kinds of initiatives.

On a wider front several different statutory organisations made use of the facilities of the centre, as did a large number of clubs and local voluntary organisations. However senior staff attached particular importance to work done with children from local schools. In particular the Performing Arts Department, which did not appear to have a regular programme of classes inside the centre, had begun to develop an outreach function in relation to its work with the disabled. The Head of this department wanted to breadk down the elitist image of performing arts and had set out to find situations where close personal contact with particular groups might lead from casual recreational or social involvement to more 'developmental' kinds of activity.

Apart from the external 'linkages' which have already been mentioned there was considerable collaboration with the Fife Institute of Physical and Recreational Education, with which relations appeared to be particularly good.

The Informal Further Education division of the CERS was another important co-provider. There were in fact two 'arts' programmes running in the centre at the same time: one financed by IFE the other organized and administered entirely by centre staff. There were two levels of fees for IFE classes (£7) and for centre classes (£6) both of which included charges for centre membership. Part-time teaching staff were paid at two different rates - centre rates (£4.25 per hour) and IFE rates (£9.28 per hour). The discrepancies between these different levels of fees and charges have recently widened in real terms since IFE courses have been reduced to 8 weeks. Centre classes therefore cost less and run for longer (12 weeks) than did IFE classes. For example, the photography instructor was paid at a lower 'centre' rate than the embroidery instructress on the IFE rate. This was clearly an anomalous situation which staff felt urgently needed attention.

This description does not of course exhaust the range of ways in which the centre related to a variety of organisations and services in its wider environment. However, a number of general comments should be made concerning the 'collaborative' aspect of the centre's work.

a) A good proportion of the linkages which existed were where outside organisations merely made use of the facilities provided by the centre and where there was relatively little deliberate contact between staff eg as with groups led by social workers and staff of Adult Training Centres.

b) With the District's LR and Libraries, Museums and Galleries Departments, and other branches of the Regional CERS, cooperation was limited. A Youth and Community Officer was based in the building. However, although she had been invited, she rarely attended staff meetings and made little use of the centre's facilities. There was some informal communication between the Officer and centre staff. Both sides saw this separation as unfortunate and put it down to radically different approaches to their work.

c) By and large, staff of the centre were heavily committed to developing programmes and activities to maximize usage of the facilities. Cooperative work was seen as important but was clearly not the highest priority.

Fife Arts and Sports Centre: Activities, Programmes, and Participants

The centre offered a broad programme of activities and events catering for a wide range of interests and different levels of involvement across a broad spectrum - sport, recreation, entertainment, social interaction and education. Thus, for example, the Netball Club which was started by the Physical Recreation Department provided a recreational and social outlet for its members and grew into a self-organising unit, with its own chairperson and treasurer, and competing to an

TABLE 13.1

FIFE ARTS AND SPORTS CENTRE

(Classes and Courses August - November 1982)

Physical Recreation Department

Mondays

9.00 am - 12 noon	"Pay 1p Lose 1lb", Ladies Squash (Prams Welcome)
2.00 pm - 3.00 pm	Unemployed Persons Fitness Training
2.30 pm - 4.30 pm	6 - 12 year old Youth Club
6.30 pm - 8.00 pm	Local Gymnastics Club
8.00 pm - 10.00 pm	Local Badminton Club
3.30 pm - 4.30 pm	Mini Squash Coaching (under 12)
4.30 pm - 7.00 pm	Junior Squash Coaching (under 16)
7.00 pm - 10.00 pm	Local Squash Club
4.30 pm - 7.00 pm	Highland Dance Class
7.00 pm - 9.00 pm	Old Time Dance Class
5.00 pm - 6.30 pm	Ballroom Dancing

Tuesdays

9.00 am - 12 noon	"Pay 1p Lose 1lb", Ladies Squash (Prams Welcome)
10.00 am - 11.00 am	Ladies Keep Fit Class
1.30 pm - 3.30 pm	Senior Citizens Dance Class
7.00 pm - 8.00 pm	Netball Coaching
7.00 pm - 10.00 pm	Under 15 year old Youth Club

Wednesdays

9.00 am - 12 noon	"Pay 1p Lose 1lb", Ladies Squash (Prams Welcome)
7.30 pm - 10.00 pm	Ladies Night
4.00 pm - 6.30 pm	Ballet Class
5.30 pm - 7.30 pm	Local Gymnastics Club
7.00 pm - 9.00 pm	Scottish Country Dance Class

Thursdays

9.00 am - 12 noon	"Pay 1p Lose 1lb", Ladies Squash (Prams Welcome)
10.00 am - 11.00 am	Ladies Keep Fit Session
2.00 pm - 3.30 pm	Senior Citizens Sports Club
6.30 pm - 8.30 pm	Local Gymnastics Club
4.30 am - 7.00 pm	Highland Dance Class

Fridays

9.00 am - 12 noon	"Pay 1p Lose 1lb", Ladies Squash (Prams Welcome)
7.00 pm - 9.00 pm	Judo Class
7.00 pm - 9.00 pm	Karate Club
7.00 pm - 9.00 pm	Ju Jitsu Class

Sundays

9.00 am - 12 noon	Squash Coaching
3.00 pm - 5.00 pm	Local Gymnastics Club

Arts and Crafts Department

Mondays

7.00 pm - 9.00 pm	Dressmaking Class (4 October - 22 November)
7.00 pm - 9.00 pm	Art/Drawing Class (")

Tuesdays

1.30 pm - 3.30 pm	Art/Drawing Class (5 October - 23 November)
7.00 pm - 9.00 pm	Photography Class (")

Wednesdays

7.00 pm - 9.00 pm	Pottery Class (6 October - 24 November)
7.00 pm - 9.00 pm	Sewing/Dressmaking Class (6 October - 24 November)

Thursdays

1.30 pm - 3.30 pm	Dressmaking Class (7 October - 25 November)
7.00 pm - 9.00 pm	Spanish Language Class (7 October - 25 November)
7.00 pm - 9.00 pm	Pottery Class (")
3.30 pm - 4.30 pm	6 - 12 year old Youth Club (School Term)

Performing Arts Department

Mondays

5.00 pm - 6.30 pm	Ballroom Dance Class*
4.30 pm - 7.00 pm	Highland Dance Class*
7.00 pm - 9.00 pm	Old Time Dancing*

Tuesdays

1.30 pm - 3.30 pm	Senior Citizens Dance Group*
7.30 pm - 10.00 pm	Everyman Theatre Company

* same class as that advertised under Physical Recreation Department

Wednesdays

4.00 pm - 6.30 pm8	Ballet Class*
7.00 pm - 9.00 pm	Scottish Country Dance Class*

Thursdays

4.30 pm - 7.00 pm	Highland Dance Class*

Saturdays

10.00 am - 4.00 pm	Fife Children's Theatre

Sundays

2.00 pm - 5.00 pm	Fife Children's Theatre

* same class as that advertised under Physical Recreation Department

increasingly high standard with other netball clubs in the region.

However, as has already been pointed out, there have been relatively few attempts to develop joint programmes between the three departments. Collaboration appeared to take place mainly for 'administrative' purposes. Linkage and co-operation of other kinds does exist. There was the joint staff planning meeting each week. Activities in one department were advertised in the programme of another. Centre users were encouraged by displays of information in the entrance lobby and on notice boards to attend activities and courses other than those for which they come to the centre. To this extent then linkage was encouraged. But the view was that ultimately whether participants did enrol in more than one course or not was up to them. Activities in the three departments were not deliberately structured so as to encourage an interchange of participants. Indeed one member of staff regretted that whereas a few years ago students could pay a single relatively low fee and attend a number of different courses in the Arts and Crafts Department, this was no longer possible and students now had to pay a standard fee for each class attended.

The programme of regular classes/courses offered in the centre during August-November 1982 is indicated in Table 13.1. Apart from the programme of regular courses and classes each department ran a number of special events. In the Physical Recreation Department, these included sports competitions and tournaments, displays and exhibitions (eg basketball or fencing), a "Junior Fun Day" and an "Inflatables Workshop". In the Arts and Crafts Department special recent events included a Scottish Development Agency exhibition of photographs entitled "Modern Taste of Scotland", a collection of textiles, silver and jewellery, and a series of workshops where a printmaker demonstrated his craft and gave members of the public an opportunity to participate. The Performing Arts Department was responsible for a full programme of shows in the theatre and for a number of special projects including the Fife Children's Theatre and the Everyman Theatre Company.

A number of activities were aimed at particular user groups. These included for example, squash coaching sessions for under 12's and under 16's, youth clubs, ladies keep fit, senior citizens dance classes, unemployed fitness training, and (being almost entirely female) the "Pay 1p, lose 1lb" sessions. In the Performing Arts Department there have been special 'taster' sessions for unemployed groups, drama programmes for the disabled, often run in conjunction with Adult Training Centres, both inside and away from the centre, a substantial amount of work with school children and an experiment in dance and drama with a group of women.

More recently the Physical Recreation Department has begun to offer programmes of activity for groups with varying levels of expertise. For example, the netball club was under pressure to become more competitive and found itself unable to devote time during training sessions to beginners. The centre therefore started to provide netball coaching sessions for newcomers. Within the Arts and Crafts Department beginners and more advanced students were generally catered for within the same class.

Recorded attendances for the financial year 1981/82 (in the centre as a whole) were as follows:-

Adults	129,404
Children	48,677
OAP	11,594
Total	189,675

In addition the annual report for the same year included figures for the following two special groups:-

Disabled	6,200
Unemployed	2,500

Several points may be made in conclusion about the nature and extent of participation in centre activities and programmes and of the relationship between existing participation rates and the centre's overall policy.

(1) A wide range of programmes, events and activities in the centre catered for a variety of interests in the locality and further afield. To this extent staff justifiably felt satisfied with the success of their work.

(2) Opportunities for further development are likely to become increasingly limited as staff are increasingly successful in filling the centre in off-peak as well as peak periods.

(3) Already a good deal of work was being done with special groups inside the centre, and a very limited amount of outreach work.

(4) However as the centre reaches capacity there will be a growing need to decide which groups and activities will be treated as priorities.

(5) Some members of staff recognised that there were groups in the local community for whom there was no special provision in the centre; that the centre still had an "up-market" image which deterred some local people; and that without special arrangements some groups were unlikely to be attracted past the perimeter wall.

(6) As the need for priorities intensifies there will be an increasingly

urgent requirement for more detailed information on the nature and extent of usage than at present appears to be available. Staff will need to know, for example, what proportion of usership is locally based as against that drawn from further afield. They will need to have details of usage by age, sex and social class. They will require to know thepurposes for which different groups come to the centre and how much time they are prepared to spend there.

(7) If the commitment to more effective local arts provision is to be realised it will be essential for staff to have more detailed information about the nature of the community, its problems and issues. They will need to know more about the expectations of local people, and to have better links with other agencies working in the community eg YCS and Social Work.

(8) In overall terms then decisions will have to be taken about the functions of the centre. Is it to serve a number of ad hoc and largely self-selected groups from the locality and the region as a whole? Or are attempts to be made to develop an active outreach capability in the local community? If so, staff will require time and facilites, including 'in-service', to develop new orientations and methods of work. Much might be learnt in this respect from Adult Basic Education Staff for example in Central Region and Tayside, and also from the Arts in Fife. Is the building to be used as a prestigious arts centre or a resource in the wider field of continuing education? The temptation to polarize the options too sharply should be avoided however, in one respect at least. There should be room for example within a policy, positively discriminating in favour of those who benefit least from formal educational provision and the resources available for certain kinds of cultural pursuits, to participate at a range of levels. There should be room both for outreach and animation and also for opportunities to experience high standards of instruction in particular arts, crafts and sports.

3 An Arts Centre in Tayside: Historical Background, Policy, Facilities and Staffing

This centre was visited several times over a transition period. A new warden had been appointed three weeks before the study was undertaken. Interviews were conducted with several members of staff, including the new warden, his assistant, a number of the part-time tutors and instructors, and a variety of students. Several classes were observed.

The centre itself was housed in an airy primary school building which was built at the end of the nineteenth century. The physical facilities consisted of a large hall/performance area with movable, banked seating for an audience of approximately 150-200. There were specialist arts and craft rooms for pottery and embroidery and a large painting studio. There was also a spacious cafeteria/ exhibition area, with cooking facilities, a small general purpose/recreation room and an office.

In addition, a print maker's workshop was housed within the centre, but an autonomous unit, jointly funded by Tayside Region and the Scottish Arts Council. The workshop functioned as a non-profit distributing company with charitable status. The unit offered a variety of opportunities for professional artists and amateurs in print making. There were courses, open to all, in silkscreen, etching and relief printing. Staff in the unit printed editions for artists, exhibited members' work and offered a variety of lectures, demonstrations and opportunities for members to involve themselves in the practical business of making prints.

The arts centre proper was established several months before local government re-organisation to develop arts provision for the old Dundee Corporation. At re-organisation the unit was given an additional remit in that it was expected to provide for the arts throughout Tayside Region. It had extremely slim resources at its disposal and a limited staff and little guidance was available as to how precisely this was to be achieved.

The previous warden had developed a number of arts and crafts classes within the facility, visual arts workshops, a vegetarian wholefood restaurant, and various activities for young people, including creative dance, a modern dance workshoop, visual arts, and a youth theatre. Facilities were let for conferences, meetings, and seminars and there was an Arts Action Team employed through MSC. There was apparently little attempt to develop outreach work into the local community. The main body of work was concentrated on maintaining a course programme and providing events and exhibitions within the centre. The facility had come to be associated with the fine arts, and it is now felt that many local people had been deterred from using the centre.

Two priorities for the present warden were then to expand the work of the centre in relation to the whole of Tayside Region, and to try to change its image in the local community.

The resources were extremely slim. There was no performance or arts budget as such and all classes, exhibitions and performances in the centre had to be self-financing. Apart from the salaries of the two community workers (the warden and his assistant, who is paid on a 'Trainee' scale), the catering staff and the craft organiser and assistants, there was a sum for special equipment and small regional subsidies for printing and stationery, advertising and children's activities. For the financial year 1981/82 the centre raised a sum of approximately £11,700 and received approximately £12,270 from the Region.

The warden and his assistant were the only full-time professional staff in the centre. The new warden was trained on the two year diploma course in Community Work at Dundee College of Education and had a background of involvement in part-time paid youth work, voluntary youth leadership, community education and community arts work (local festivals) in Fife. His assistant was trained at a local College of Art and a Teacher Training College, and had some experience in teaching arts, officework and accountancy, before taking up her present post. The only other full-time staff member was a steward/handyman. Part-time staff (total 22) included a clerkess, a cleaner, three canteen assistants and 14 part-time tutors. In addition there were 4 supervisors and 12 workers employed through MSC (STEP) in the Arts Action Team, which provided a mural-painting service for organisations and community groups in the locality.

The warden was paid on the same scale as other Area CE Officers and reported to one of the Assistant Regional CE Officers. However the warden did not attend the regular meetings of the ACEO's. The centre together with its staff had a partially 'autonomous' position in the Tayside CES, comparable to that of the Outdoor Education Team. There was no 'house committee' as in some community centres and decisions on policy in practice appeared to be made chiefly by the warden. There were regular staff meetings, which the part-time tutors were invited to attend, but these existed primarily to sort out difficulties in the routine administration of the centre rather than to decide on policy in the long-term.

The broad policy objectives were defined in terms of the involvement of a wide range of groups in arts activities, and the extension of an awareness of arts amongst the general public, for example by bringing participants together with professional artists. A strong emphasis was laid on the need to project a new image into the local community and beyond. There was to be a shift of emphasis away from the class based programme, although this was to continue to function, with some adjustments, on a self-financing basis. Instead the warden wanted to attract new groups into the centre to participate in new kinds of activities which were to be less formally organised than before. Participants were to be involved in management and there was to be a deliberate attempt to erode the exclusive-ness associated with a fine arts/high culture image. The warden had therefore already begun to knock on the doors of neighbouring flats and tenements. He was planning a leaflet distribution and a wider publicity campaign using various media directed at particular target groups, for example OAPs, unemployed and single parents. All the youth clubs in the area were to be visited and the opportunities available in the centre, including the youth theatre, were to be publicized to youth club members.

A major task initially was the collection of information about and from local community groups. This was to be extended into a region-wide exercise, to establish a "directorate" of the arts organisations in Tayside. By these means it was intended to stimulate a wide network of contacts between amateurs and professionals, individuals and groups. The centre was to act as a resource unit for equipment and arts/crafts facilities both for professional and non-professional artists, but was also to provide training workshops (eg on the management of community festivals) for participants from outlying areas.

Linkage and Cooperation with Other Organisations

These were given a high priority be the new warden. However, by the time this study was made there had been few opportunities to develop the necessary contacts. In particular the warden wished to collaborate with the local community association, local youth clubs and also with community centre staff and management committees. A group from the Arts Action Team were to assist members of one youth club to paint a mural on an informal basis. In a community on a newly built estate arts centre staff were also to instruct groups of playleaders in basic arts/craft skills to pass on to their playgroup members.

Programmes and Participants

The regular courses and classes were as follows:-

Tayside Arts Centre Classes/Activities 1982/83

Visual Arts Workshops

Visual arts workshops at Dudhope Arts Centre were designed to be as flexible as possible in relation to the needs of members. Members could use any of the workshops in the centre. Although specialist teaching staff were available at the times listed below, members were encouraged to use the Centre at other times according to their own particular needs.

The Centre was open:	Monday and Friday	9.00 am - 4.00 pm
	Tuesday to Thursday	9.00 am - 9.00 pm
	Saturday	10.00 am - 12 noon

Facilities were available to everyone from complete beginners to practising artists. All ages were catered for.

Drawing/Painting

(Specialist teachers available)

Tuesday	9.30 am - 11.30 am	
	2.00 pm - 4.00 pm	7.00 pm - 9.00 pm
Wednesday	2.00 pm - 4.00 pm	7.00 pm - 9.00 pm
Thursday	2.00 pm - 4.00 pm	7.00 pm - 9.00 pm
Friday	2.00 pm - 4.00 pm	

Crafts

Metalwork, enamelling, carving in wood and stone, ceramic sculpture, modelling and various small crafts activities.

(specialist teacher available)

Tuesday	9.30 am - 11.30 am	
	2.00 pm - 4.00 pm	
Wednesday	2.00 pm - 4.00 pm	7.00 pm - 9.00 pm
Thursday	9.30 am - 11.30 am	7.00 pm - 9.00 pm

Batik

Tuesday		7.00 pm - 9.00 pm
Wednesday	9.30 am - 11.30 am	
Thursday	9.30 am - 11.30 am	

Creative Embroidery

Creative stitchery, quilting, collage etc

Tuesday	9.30 am - 11.30 am	
Wednesday		7.00 pm - 9.00 pm
Thursday	2.00 pm - 4.00 pm	
Friday	9.30 am - 11.30 am	

Vegetarian wholefood Cookery

Wednesday	3.30 pm - 5.30 pm	
Thursday	3.30 pm - 5.30 pm	6.00 pm - 8.00 pm

Yoga

Tuesday	10.30 am - 12.00 noon	
Wednesday	2.00 pm - 4.00 pm	
Thursday		5.30 pm - 7.00 pm
Friday	10.30 am - 12.00 noon	

Contemporary Dance

Tuesday	2.00 pm - 3.30 pm	
	5.30 pm - 7.00 pm	7.30 pm - 9.00 pm
Thursday	10.00 am - 11.30 am	

Weaving/Macrame

Tuesday	2.00 pm - 4.00 pm	
Wednesday		7.00 pm - 9.00 pm
Thursday		7.00 pm - 9.00 pm

Activities for Children

Gymnastics (5 - 12 years)

Tuesday	4.15 pm - 5.30 pm	
Thursday	4.15 pm - 5.30 pm	

Visual Arts (5 - 12 years)

Wednesday	4.15 pm - 5.30 pm	
Saturday	10.00 am - 12.00 noon	

Youth Theatre (14 - 18 years)

Thursday		7.00 pm - 9.00 pm

Cafe

Open Monday to Friday 12.30 pm - 2.00 pm

Exhibitions/Events

Exhibitions and Events arranged throughout the year.

Charges for attendance and membership were as follows:-

	Annual	Daily
Under 18	£1	20p
18 and over	£7	50p
OAP and Registered Unemployed	£1	20p
Family	£12	by age

Course Fee: £7 per 10 week course

On some of the courses additional charges were made to cover the costs of materials, but these were decided between teachers and students and no additional funds passed through the hands of the warden or his assistant.

The part-time teachers who ran these classes and activities had a large measure of autonomy and, by and large, appeared to be happy that they did. They were satisfied that they would influence arrangements in the centre, via staff meetings, when it was necessary to do so. The majority of classes operated with between 1 and 18 participants. The size of teaching groups generally allowed close contact between teachers and participants, and different levels of interest and skill could be catered for at the same time.

In some classes teachers make a deliberate effort to cultivate a friendly, sociable atmosphere. In others the teachers regarded these aspects as less important than that of imparting skills. However these classes did not necessarily lack a sociable atmosphere. It was clear that substantial amounts of developmental work were taking place.

However the view was expressed by a small number of participants that they were aware of the limitations of the work they were doing and would have welcomed the opportunity to attend other classes in the centre as well, if high costs and limited time had not prevented them doing so.

Apart from casual, informal contacts between participants and members of staff in the cafeteria, users of the centre tended to come for a particular purpose and go away again. There was no deliberate linkage between the work of different courses.

The teachers who were interviewed recognised that the "fine arts" or "up-market" image of the centre was a deterrent to many people in the locality and that participants tended to be from upper income, better educated groups. However the teachers appeared to be satisfied that their programmes were effective in terms of the objectives which they had set themselves and this to an extent was justified by the relaxed but purposeful activity among participants.

There were four main categories of users:

a) Members
b) Course Attenders (membership fee)
c) Casual Visitors - mainly to the cafeteria (including audiences for shows and exhibition viewers)
d) External bodies which used the facilities for their own purposes (charged a discretionary standard fee of £20)

Some groups were allowed to use the facilities without charge, eg artists for exhibition purposes. The ABE unit of the region's CES had recently made use of the facilities for training.

Figures for participants by age, sex and occupation have been collated for

1981/82 and 1982/83 and were as follows:-

Table 13.1

Centre Membership 1981/82 at 17 October 1981 (4 weeks after beginning of session)

	Male	% of Total Males	Female	% of Total Female	Total	%
Adults	28	31.5	178	59.3	206	52.9
OAPs	18	20.2	37	12.3	55	14.1
Under 18	31	34.8	69	23.0	100	25.7
Unemployed	12	13.5	16	5.3	28	7.2
Totals	89	100.0	300	99.9	389	99.9

Table 13.2

Occupations of Participants 1981/82

	Total	%
School	100	25.7
Retired	55	14.1
Housewife	56	14.4
Education	33	8.5
Medical/Nursing	30	7.7
Unemployed	28	7.2
Professional	20	5.1
Journalism/Communications	14	3.6
Technical	14	3.6
Student	14	3.6
Clerical/Shop	12	3.1
Manual Workers	4	1.0
Artists/Craftsmen	4	1.0
Hotel/Catering	3	0.8
No reply	2	0.5
	389	99.9

Table 13.3

Sources of Information about Centre*

Re-enrolments	161
Local Paper	99
Friend	76
	336

* A Survey in 1981/82 provided information on how participants came to know about

the opportunities offered in the Centre. As these figures indicated, the vast proportion of those surveyed were re-enrolling for a consecutive period of study.

The following figures were drawn from class registers for 1982/83. There was not time to check the small discrepancies between the overall figures in Table 13.4 and those for total course participants given in Table 13.5. These discrepancies may partly be accounted for by the omission of a category for crafts in Table 13.4.

Table 13.4

Analysis of Participants by class/programme 1982/83

	Total	% of Total
Contemporary Dance	98	25.6
Batik	21	5.5
Drawing/Painting	72	18.8
Gymnastics	58	15.2
Weaving/Macrame	8	2.1
Yoga	33	8.6
Embroidery	24	6.3
Ceramics	1	0.3
Visual Arts	46	12.0
Vegetarian Cookery	21	5.5
	382	99.9

Table 13.5

Course Participants 1982/83

	Male	% of Total Male	Female	% of Total Female	Total	%
Adults	41	10.4	139	35.2	180	45.6
OAPs	18	4.5	33	8.3	51	13.0
Under 18	10	2.5	23	5.8	33	8.3
Unemployed	38	9.6	93	23.5	131	33.2
Totals	107	27.0	288	72.8	395	100.1

At the time the study was made, in the autumn of 1982, centre membership figures had already reached 420 and were continuing to rise.

The tables given above do not bear out the assumption of teachers in the centre that by and large participants in classes and programmes were continuing to come from professional occupational groupings although this may once have been the case. 'Adults' constituted the largest category of users, although if the categories of course attenders and centre members are assumed to coincide it appears that adult participation was falling relative to that of other groups in the centre. The biggest rise in participation appears to have been amongst those categorised as 'unemployed'. School students, retired people and housewives together constituted 54% of the total number of course participants in 1981/82. Those in professional/technical occupations were approximately 29% of the total. Those in clerical/shop/manual categories however were only 4% of the total.

One further point relates to the figures given for sources of information about courses at the centre, submitted by participants in 1981/82. If these figures are correct around a third of centre members and course participants in that year were re-enrolling, from a previous year. Too hasty conclusions may be dangerous. However the tables above indicate that the centre's clientele was from better off, better educated groups, many of them re-enrolling two or more years in a row.

Comparison of Approaches to Arts Development in Fife and Tayside

In common with other local government services all three arts programmes have experienced, in varying ways, the pressures of operating within a worsening economic climate. The Arts in Fife without an institutional base for its work, unlike the two other programmes examined, has suffered most from direct financial cut-backs in recent years. However the Tayside Arts Centre operated on the slimmest resources of the three programmes, in terms both of funding and staffing. The Fife centre had the largest complement of full-time professional staff. Full-time staff at the Fife centre numbered 10, on APT and C salary scales, of which 5 might be called 'professionals'. At the Tayside centre there were 3 full-time staff, of which two might be called 'professionals'. The Arts in Fife had 5 full-time members of staff, of which 3 were professionals. The budget for the Fife centre was three times the size of that of the Arts in Fife, and over twenty-two times the size of Tayside Region's allocation to its arts centre (based on estimates in each case for 1981/82).

All three organisations were offering opportunities for participation at local level in a broad spectrum of arts related activities, ranging from low level and informal degrees of involvement and to higher levels of 'participation' and achievement. It is not possible to say how far the three projects were beginning to attract new groups of participants who had not previously been involved in arts activities before. A principal difficulty with the evidence from the Fife

Centre is that provision includes physical recreation as well as more recognisable arts activities and that although it is generally admitted that the different areas of provision in the centre attract different groups of users and participants, no figures are kept which would provide more detailed information on varying patterns of usage in different activities. Taken as a whole therefore the Fife Centre can claim to be making provision for a wide range of participants including the unemployed, although the actual nature of participation in specific areas of the centre's work may be far more limited than this claim suggests. Thus for example, although unemployment is recognized as a major issue in the local community there has been comparatively little attempt to make specific provision related to the needs of unemployed groups. Attempts which have been made have tended to run into difficulties and have been abandoned. In the Tayside Centre by contrast unemployed people appear to be coming in increasing numbers, according to the figures for course participants in 1982/83.

All three programmes were 'pluralist' in intention, in the sense used in relation to the Arts in Fife. That is to say they were all intended to encourage as wide a spectrum of participation - as many different groups involved in as many different arts activities as possible. However despite broad similarities there were important differences of orientation and direction. The following comments may help to clarify a number of the distinctive features of the programme which have been discussed in more detail above.

The Fife Centre with its large complement of full-time professional staff (large by comparison with staffing in the other two programmes), including 3 with specialist arts qualifications and 2 with Physical Education Diplomas, was attempting to maximize the use of its impressive facilities, especially the theatre. There has been some outreach/extension work, undertaken particularly in connection with the performing arts, but the vast proportion of staff time is spent inside the centre and 'policy' was closely related to usage of its facilities. There was cooperation between departments within the centre and with a variety of external agencies and organisations. However there was clearly a good deal of scope for further development in both respects. In these senses the approach adopted in the centre can be broadly described as an "institutionalized" view of local arts development. There was a strong emphasis on marketing the facilities and programmes in the most efficient manner. This was characterized as a 'professional' task in which the views of consumers had a limited and clearly defined role to play. The assumptions were that consumers knew what they wanted, would express what they wanted if given an opportunity and would respond to attractive, carefully constructed advertising.

By contrast the other two programmes were based on different assumptions, and alternative approaches have been taken towards issues, for example, of participation, control, management style and the role of the local arts worker.

The Arts in Fife programme - if the term can be loosely applied to the wide range of different kinds of work by many groups, individuals, organisations and agencies in which the unit plays a part - demonstrated the productive capacity of a small number of full-time professional arts workers committed to operating flexibly, developing a network among local arts groups, amateur and professional artists and associations and various regional, national and even international agencies involved in arts promotion. Much of the unit's work was conducted at a secondary level providing the means and opportunities for other groups and agencies to extend participation at a local level in arts related activities. However there was recognition of the need for sensitive outreach work with special groups which will require more sustained forms of support and guidance. There has been a growing interest in the appointment of Mobile Arts Workers, who were seen as being able to provide support and guidance at a local level. The concept of Mobile Arts Teams appears to have important implications for the future. However several difficulties connected with their contracts and modes of operation will have to be overcome.

The Tayside Centre until the middle of 1982, as we have seen, had an 'institutionalized' approach which was similar in many ways to the approach taken in the Fife Centre.

The available figures on participation did not entirely confirm the view that the Tayside Centre was for the better educated, more affluent, professional middle class, middle aged clientele with whom traditional arts provision is often associated.

Nevertheless several of the part-time teachers as well as the new warden and his assistant confirmed the impression of the up-market image of the centre and the researcher was told that had deterred many local people from making use of the facilities. The programme of classes and courses has been maintained, with a number of adjustments, in 1982/83. However a new approach was being taken to the overall work work of the centre, which can be characterised as a 'community work' approach to local arts development. The key features of this approach appeared to be as follows:-

1) Recognition of the necessity for close cooperation with organisations,

voluntary and statutory in the neighbourhood, and to secure a policy input for the centre by members of the local community association.

2) Belief that centre users in general should have a role in making policy and in organising their activity, and the programme of the centre as a whole.

3) The centre is for the local community (although by extension it also fulfils a similar function for the wider community of the Region) rather than for the Arts.

4) The facilities and resources of the centre are for the use of participants and skilled assistance by the part-time tutors should be accessible as and when participants/centre-users feel a need for it. Formal classes are not considered appropriate.

5) The implication is that the arts should not be put on a pedestal. People should be encouraged to develop their own forms of expression, albeit with the assistance of the resources available, and within the necessary constraints imposed by the simultaneous use of the facilities by different groups. A principal concern here is that 'the arts' should relate to what ordinary folk see as being important issues. 'The Arts' should be more relevant.

6) The role of the local arts workers is not to impart specialist skills to groups of interested students who can be relied on to turn up regularly for classes, but involves active animation. On this view specialist arts skills are less important than those of facilitation and organisation. The main problem is defined in terms of getting people to participate, to cooperate, to organise themselves and draw on outside assistance as necessary.

The community 'animation' approach which is perhaps best exemplified in the last of our three case studies might be seen as a diluted or popularised form of arts provision. On the other hand, from the standpoint of many of those whom we interviewed, the elitism, esotericism and irrelevance of traditional arts provision were targets for criticism.

There is a tendency for positions to polarize in this debate between those who wish to preserve standards and encourage the highest levels of artistic performance and experience and those who would wish to encourage more people to participate, to cultivate cultural processes of community development. Frequently those who argue the former case are seen (and sometimes see themselves) as guardians of excellence; those who argue the latter case are often dismissed as trendy and/or populist. Elitism is counterposed to democratic thinking and populism to qualitative artistic achievement.

However we can see no inherent reason why both approaches should not be adopted in the organizational arrangements for local arts provision. High standards are not necessarily precluded by provision which in a pluralistic way attempts to encourage more people to share in 'artistic experiences'. From an organizational point of view however what is crucial is that there should be a developmental structure of opportunities available to those who may wish to participate at different levels of involvement, skill and understanding. In this report Fife Region appears to have achieved a number of significant developments as a result primarily of the work of the AVD in Fife. However within such an initiative there is room both for institutional (not 'institutionalized') provision, as well as outreach of the kind embarked upon particularly by staff at the Tayside AVD Centre. If there is to be a structure as opposed to a series of ad hoc arrangements providing limited, though valuable, and temporary opportunities for artistic involvement, it will have to be evident to participants as well as members of staff. In addition explicit links will have to be developed between different areas of work and levels of involvement.

CHAPTER 14

Conclusions and Implications

This concluding chapter is intended to form a summary of issues and implications for future policy which may be used as a basis for discussion. Evidence and the detailed problematic nature of the issues are elaborated in the appropriate chapters. As the chapter is intended as a summary there is some repetition from previous chapters and their conclusions.

In constructing this chapter we have sought firstly to present our conclusions on overall participation in Community Education and Leisure and Recreation and overall patterns of policy and organisation, from which we have derived our conclusions on the need for the creation of developmental structures and programmes.

There are two separate strands within the following conclusions and implications which stem firstly from the more generalisable areas of Community Education and Leisure and Recreation and secondly from those areas which are more specific in either functional or geographic terms. These more general conclusions on Community Education and Leisure and Recreation can be found in Section III A (i) and Section III B (1) and relate to the implications contained in Sections IV A and IV B.

Because distinct differences exist between the Regions and Districts in organisation and patterns of provision we found it necessary to provide particular conclusions on each Region's provision and organisation of C.E. and each Region's and District's provision of L & R in Sections III A (ii) and III B (ii). We wished to root firmly the implications for movement towards developmental structures in the realities of existing forms and patterns of provision in each Region and District. These implications are contained in Sections V A and V B.

Major Questions

1. Since local government reorganisation, how far have policy and organisation in C.E. and L. & R. improved programmes of social, cultural, educational and recreational activities and created developmental links between them?
(a) What policy and organisational structures have developed?
(b) What is the balance of programmes, activities and curricula?
(c) What is the nature and level of participation?
(d) In what ways do staff at various levels perceive their functions and purposes and what is the nature and quality of their practice? (Examples of "good" practice would be recorded).

2. How far and with what effects have the recommendations of the Alexander Report been implemented? The major objectives of that Report's recommendations were:-

(a) To develop strong, broadly based, balanced and developmental programmes of social, cultural, recreational, issue based and more cognitive education for adults and young people which would involve traditional non-participants using outreach and CD approaches.

(b) Youth and community workers and adult educators were to be allies in a new community education service drawing on the resources of a variety of statutory and voluntary agencies.

(c) The crucial concern of the present research is the nature, quality and quantity of educational programmes now being provided by local authorities which in Scotland have the sole statutory responsibility for Further Education.

3. To what extent:-

(a) have concurrent Regional and District L & R responsibilities and functions which existed at the outset of the research resulted in linked and complementary programmes of recreational, sporting and social activities?

(b) are the stated objectives of L & R policies in terms of personal growth and development being fulfilled?

Section	I	(pp 420-429)	Conclusions on Overall Patterns of Participation in CE and LR.
Section	II A	(pp 430-438)	Conclusions on Overall Patterns of Policy and Organisation in CE and LR.
	II B	(pp 438-444)	Conclusions on the Need for the Creation of Developmental Structures and Specialist Functions.
Section	III A(i)	(pp 445-449)	Conclusions on Policy, Organisation and Programmes in Adult, Community and Informal Further Education, Youth and Community Work and the Arts.
	III A(ii)	(pp 449-455)	Conclusions on Regional CE Provision and the Arts.
	III B(i)	(pp 455-459)	Conclusions on Policies, Organisation and Programmes in Leisure and Recreation.
	III B(ii)	(pp 459-462)	Conclusions on Regional and District Provision in LR.
Section	IV A	(pp 463-472)	General Implications and Recommendations for the Future Development of CE and LR.
	IV B	(pp 472-476)	General Implications and Recommendations for future Policy and Development in LR.
Section	V A	(pp 477-482)	Particular Implications and Recommendations for the future Development of ABE, IFE and the Arts in the Regions Studied.
	V B	(pp 483-484)	Particular Implications and Recommendations for the Development of LR in the Regions and Districts Studied.

SECTION I

Conclusions on the Overall Pattern and Nature of Participation in Community Education and Leisure and Recreation

1. The data indicated that there is little overall difference between the user populations of Community Education facilities and Leisure and Recreation facilities.

2. Overall patterns of participation in both Community Education and Leisure and Recreation differ significantly from the age, sex and social class structure of the general population.

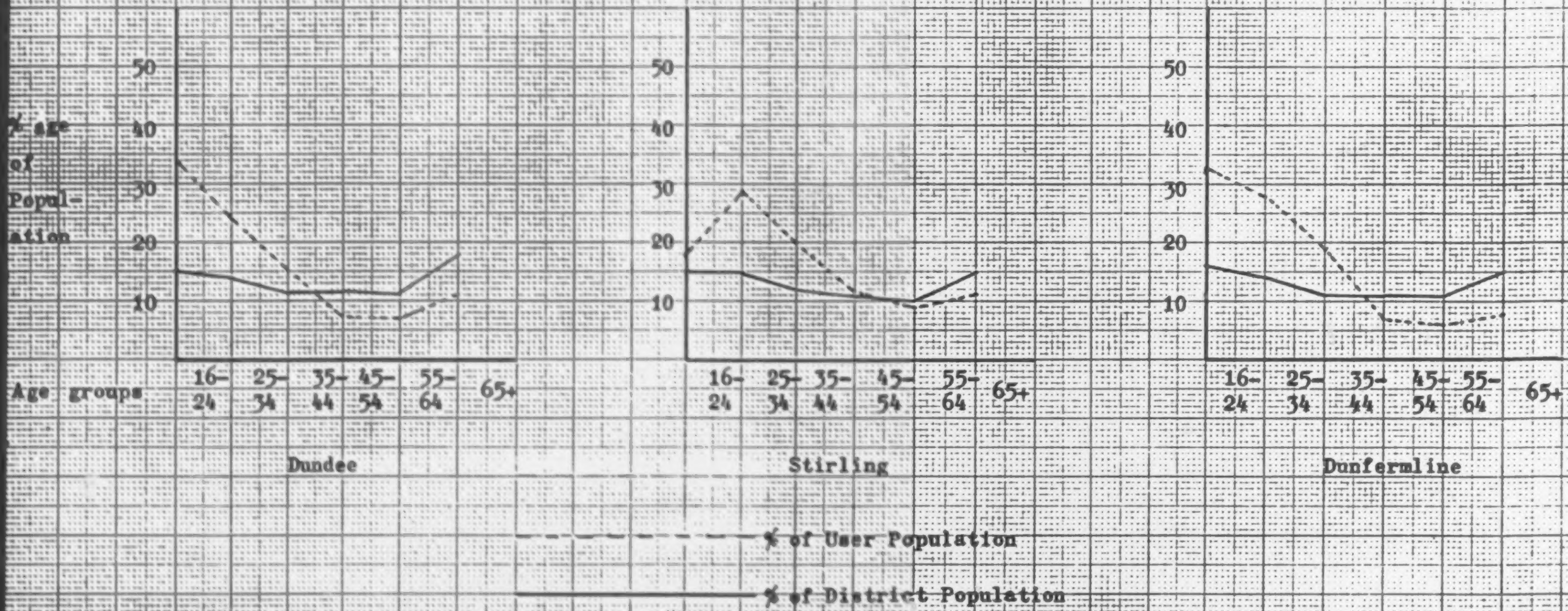
3. The nature of participation is significantly influenced by the following factors:- the nature of the programme, facility or centre; age; sex; social class; employment status; distance to be travelled and means of transport; all of which affect the amount of time spent in centres.

4.(a) The Personal Backgrounds of Participants

Age and Participation

The user population of both services is biased towards youth and young adults with the older age groups under represented; this age bias is more evident in the Tayside/Dundee and Fife/Dunfermline samples and less so in the Central/Stirling sample though all samples differ from the age structure of their surrounding district population (Graph 1). Sex and age seem to have a combined effect on participation with twice as many young males as females participating in the 16-24 age group, while females participate in a much greater proportion between the ages of 25-44. In the retired population men again are represented in greater numbers than women, despite the much greater proportion of women in the older age groups of the population. Similarly social class seems to interact with age, with members of classes III Non-manual and III Manual being proportionately better represented in the younger age groups. For example in the age group 16-24, 34% of III N participants occur and 9% of Class I participants. Classes I and II participate to a greater extent between the ages of 25-44. For example 66% of Class I participants are in the age range 25-44, as opposed to 46% of participants in Class III N. (Possibly this is related to the greater involvement of women in this age group and is associated with activities involving young children as well as their own leisure pursuits). Employment status is also related to age and participation; while those in full-time employment are well represented throughout most of the age groups, those who use centres while unemployed are most heavily drawn from the younger age groups, between 16-24. Working housewives and to a lesser extent housewives tend to

GRAPH 1 Proportion of District Population and User Population by Age Groups.



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make greatest use of the services in the 25-44 age groups. For the largest proportion of working housewife participants (24%) is in the age group 25-34 as is the largest proportion of housewives (35%).

Gender and Participation

In both services participation is more heavily dependent on women (62% of all C.E. users are female as are 59% of all L & R users) and both regions and services significantly differ from the sex distribution in the general population. Following from this in both services and in all three regions sampled the largest group of users are married with smaller numbers of single users and relatively few divorced, separated or widowed people participating, however, in this respect there is some indication of differences between the services and the regions. Twice as many single men were recorded in the sample as single women and conversely higher proportions of married women being recorded than married men, these data revealing significant differences in patterns of participation. Examination of the data on sex and occupational status of participants reveal many more men in full-time work than women, more retired men than retired women and more unemployed men than unemployed women. However housewives and working housewives combine to give the largest numerical group of participants. Further evidence of the influence of sex on participation can be seen in an examination of the links between sex and social class. In all economically active classes women are proportionately and numerically more evident than men. But, in the combined economically inactive category of retired, unemployed, still in full-time education, men are present in almost double the proportion of women, these data showing highly significant differences. Comparison of the employment position of participants between the two services indicated some differences, with the Community Education service attracting proportionately more unemployed people but conversely the Leisure and Recreation service attracting proportionately more retired people. Significant differences also emerge between the regions, with Central/Stirling attracting less people in full-time paid employment than Fife/Dunfermline or Tayside/Dundee but proportionately more housewives and working housewives.

Social Class and Participation

Examination of the social class of participants shows some evidence of higher participation of social class II in Community Education with higher participation by members of Social Classes III N and III M in Leisure and Recreation. No differences emerge from a comparison of the social classes of participants between the Regions. However, when the social class structure of participants is compared with the social class structure in each surrounding region and district, the data indicates that the user population generally reflect the general population in Central/Stirling, but that statistically significant differences exist in Tayside/Dundee and Fife/Dunfermline.

Table 1

Social Class of Users X Social Class of District Population

Class	I	II	IIIN	IIIM	IV	V	Other
Dundee Sample	6%	11%	9%	26%	8%	2%	37%
Dundee City District	3.9%	14.7%	9.3%	26.8%	13.3%	5%	26.8%
Stirling Sample	6%	19%	11%	24%	9%	2%	30%
Stirling District	5.4%	22.6%	9.1%	22.5%	11%	4.2%	25.1%
Dunfermline Sample	5%	17%	12%	31%	7%	2%	27%
Dunfermline District	4.3%	17.6%	8%	29.4%	11.2%	4.3%	25.2%

Social class also is associated with marital status in patterns of participation. Relatively few single participants come from social class I, most being married, whereas social class IIIN was recorded considerably more among single participants but less among married participants when compared with class I. The evidence tends to suggest that members of higher social classes are somewhat less likely to participate in Leisure and Recreation and Community Education programmes, facilities and centres when single, but more so when married. This relationship is further demonstrated by the interaction of social class and employment status. Participation by housewives is proportionately greater in Social Class I (34%) than in other Social Classes. Conversely participation by those in full-time work is proportionately less in Social Class I than in other Social Classes, e.g. IIIN (19%). Further evidence of differential rates of participation is found in the age at which people completed their full-time education and the type of institution in which they did so. Although those who have benefited from tertiary education constitute only a small part of the sample, they are over-represented relative to their distribution in the general population.

(b) Access to Centres, Programmes and Facilities

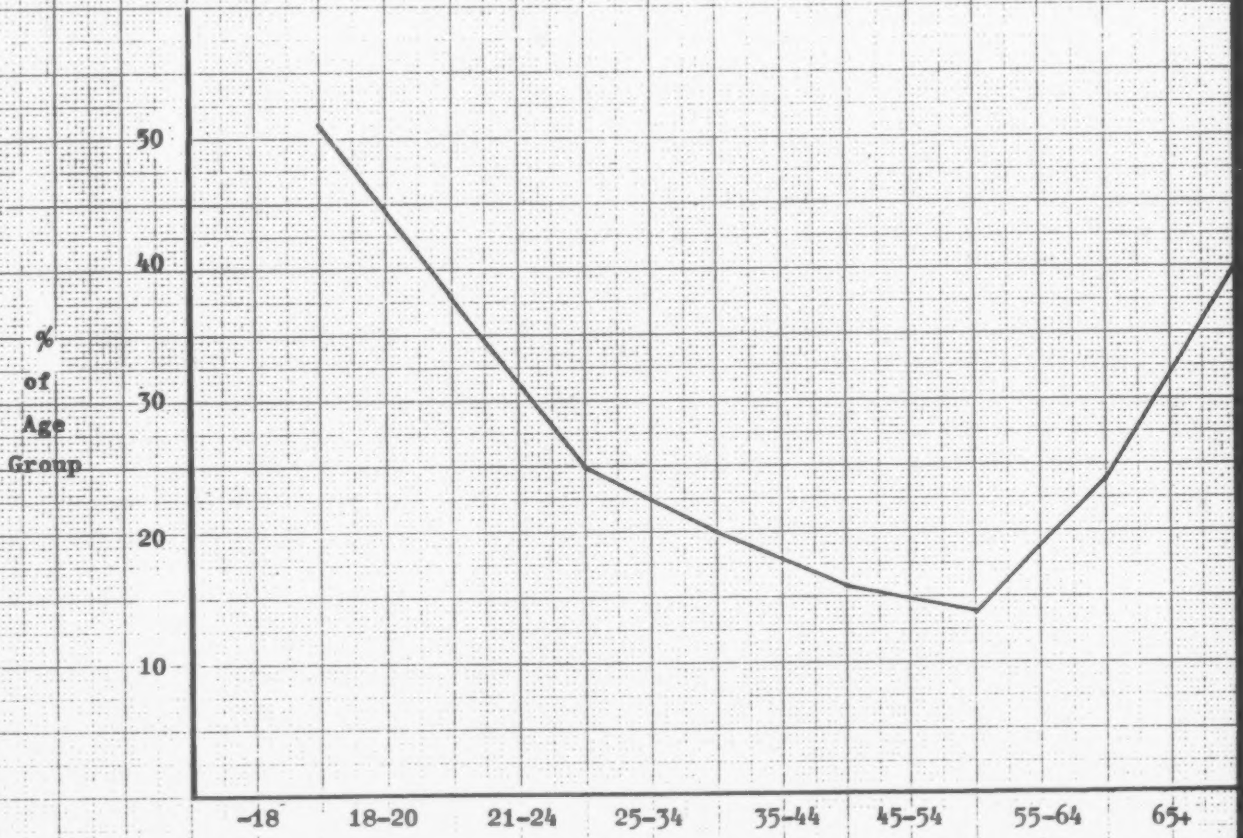
Irrespective of service, the data show that the majority of participants come from within a short distance, 1-2 miles of the centre in which they were interviewed, though there do appear to be significant differences between the regions with participants travelling further in Tayside/Dundee and in an around Fife/Dunfermline than Central/Stirling. Regardless of service or region the vast majority live within the same local government district as the centre they were interviewed in. Fairly equal proportions come on foot or by car with relatively few making use of public transport.

Men tend to travel further than women to centres, members of higher Social Classes tend to travel further than members of lower Social Classes, the young (16-20 years) and the old (65+) tend to travel shorter distances than other adults, and housewives, the retired and the unemployed tend to travel shorter distances than those in full-time employment. The data clearly indicate that these factors interact to produce highly significant differences in patterns of participation.

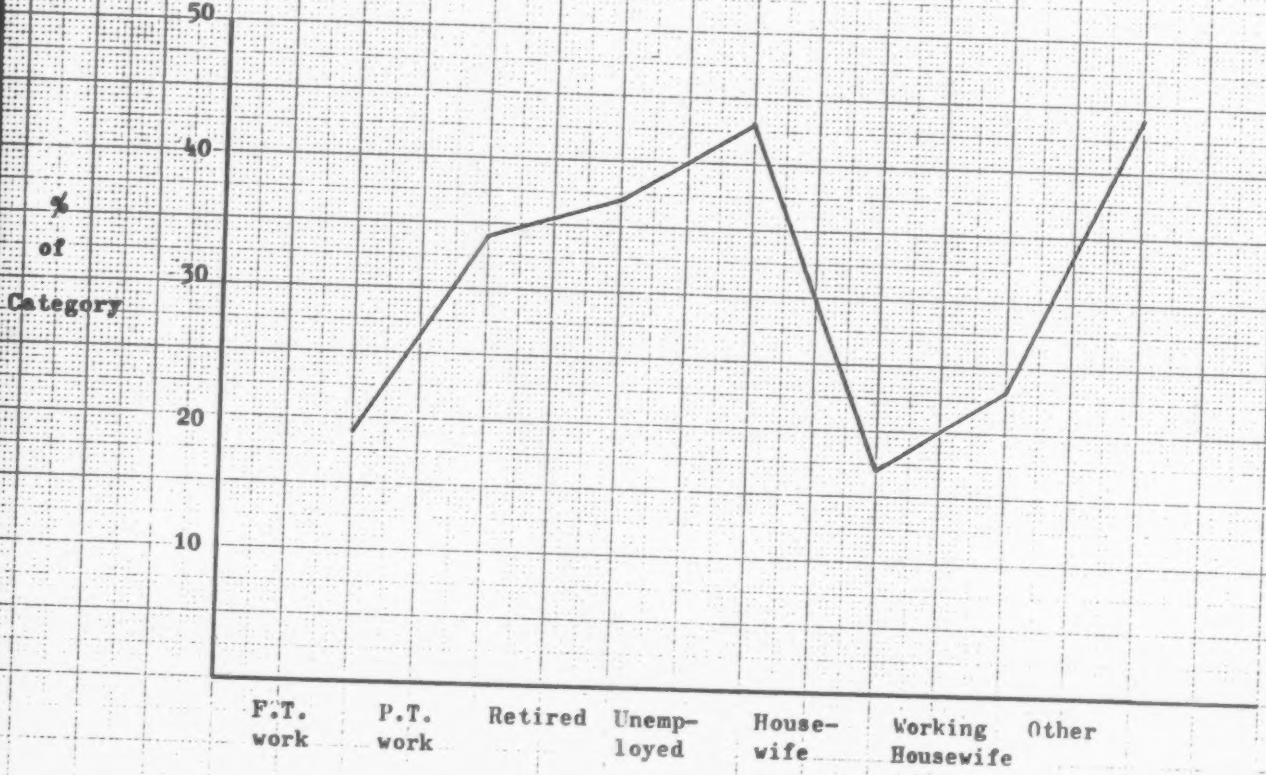
Examination of the amount of time participants typically spend each week in centres, programmes and facilities shows slight differences between the two services, with an indication of Community Education participants spending slightly longer in facilities. Comparisons between the regions do not reveal significant differences in the amount of time spent, however, the data as a whole indicate two differing patterns of usership. A large proportion (34%) of participants spend 2-3 hours weekly in centres and another substantial proportion (26%) spending in excess of 5 hours in a centre, programme or facility on a weekly basis. The data tend to indicate men spending longer periods of time in centres than women. (For example 31% of men spending 5+ hours weekly and 22% of women). Members of Social Classes I and II spending less time than other Social Classes. (For example, 57% of Class I spending 2-3 hours weekly as opposed to 31% of Class IIIM, and conversely 11% of Class I spending 5+ hours weekly as opposed to 23% of Class IIIM). The young and the old spend more time than other adults (Graph 2) and the economically inactive groups, those in full-time education and the unemployed spend more time than housewives or those in full-time work. Once again these factors seem to converge to produce significantly differing patterns of participation between groups. (Graph 3).

Related to the amount of time spent is the question of whether participants use centres and facilities only for a single purpose or for multiple purposes. The majority of participants report they only visit for a single purpose the centre or facility in which they were interviewed. The sex of the participants does not seem to be a significant factor in multiple usership, although Social Class does seem to affect participation. Members of Social Class I report themselves multiple users in a low proportion, while the economically inactive report themselves multiple users in relatively high proportions. Examination of the relationships between age, employment

Graph 2 % of Age Group spending 5+ hours weekly in Centres



Graph 3 **% of Occupational Categories spending 5+ hours weekly in Centres**



status and multiple usership provides confirmatory evidence of proportionately high multiple usership among the young and the old. Other adults, those in full-time employment and housewives report proportionately low multiple usership.

Patterns of usership are uneven and clearly differ, being heavily influenced by the sex, age, social class and employment status of members of the population. If both services are to serve effectively their existing and potential users the influence of such factors must be carefully considered in policy, programme and centre planning.

(c) Patterns of Leisure and Choice

Both the Community Education Service and Leisure and Recreation Services are comprised of several constituent parts and respondents were asked to identify whether they had made use of any of the following centres, facilities or programmes in the six months prior to being interviewed: Public Outdoor Sports Facilities, Public Indoor Sports Facilities, Private Outdoor Sports Facilities, Private Indoor Sports Facilities, Libraries, Museums and Art Galleries, Public Parks and Gardens, Countryside Parks, Community Centres, Community Education or Informal Further Education Classes, and Youth Clubs. From responses to these categories relative measures of their popularity were tentatively derived along with an indication of the mean number of leisure choices made by groups. The data indicate differences between respondents interviewed in each service. While some facilities (Public Parks and Gardens for example), seem equally popular irrespective of where we interviewed participants, other facilities do not seem to be equally popular. For example, a smaller proportion of the people interviewed in Leisure and Recreation facilities had been involved in a Community Education or Informal Further Education Class in the previous six months than those interviewed in Community Education facilities. There is some indication that those interviewed in Community Education facilities report a marginally wider range of leisure choices than those interviewed in Leisure and Recreation facilities.

Influences on Leisure Choices

If the sex of the respondent is considered, highly significant differences in leisure choices begin to emerge. Men make greater use of public outdoor sports facilities than women, women making greater use of libraries and CE/IFE classes than men, with evidence of men making marginally more leisure choices than women. Social Class also seem to be significantly associated with leisure choices. Social Class I respondents report a proportionately higher use than other classes of almost all facilities, with the exceptions of community centres, CE/IFE classes and youth clubs. Similarly Social Class II respondents report proportionately greater use of facilities than respondents in lower Social Classes. In terms of the range of facilities used in the previous six months there is some indication that members of higher Social Classes report a larger number of leisure choices than members of lower Social Classes. Age of respondents inevitably tends to be associated with some facilities, Youth Clubs for example, and that relationship can be clearly seen in the high proportional involvement of the younger age groups in Public Outdoor Sports facilities. However, it is important to note that other facilities such as Public Parks and Gardens are reported as having been used by a high proportion of respondents irrespective of age. In terms of the range of leisure choices youth tends to be associated with a wider range and increasing age with a decreasing range of choices. Further confirmatory evidence on the use of leisure facilities can be seen when leisure choices are viewed in terms of employment status. The young unemployed and those still in education, (mostly those in the category 'other') are proportionately well represented in youth clubs. Those in full-time work are represented well in almost all facilities, and the retired are less well represented. Similarly there is some indication that those in full-time education, and those in full-time work have a wider range of leisure choices than other groups, in particular the retired. The use of particular leisure facilities and the range of choices made seem to follow similar patterns to overall participation, being influenced by sex, age, Social Class and employment status.

Summary

The evidence overall points quite clearly to the fact that members of the middle and higher Social Classes enjoy effective access to a wide range of leisure and community education facilities. The employed benefit rather than the unemployed and the young rather than the old. The less advantaged groups do not benefit in proportional terms to their numbers in the population. Those with higher levels of education make greater demands on the services than those who have lower levels of formal education who are under-represented. Although the retired and the unemployed may superficially appear to have unlimited leisure time they do not have the effective access and the question must be addressed as to whether it is due to their lack of resources, the nature of programmes, lack of effective outreach work and responsiveness, and the fact that they compete with other groups for time and use of facilities.

At this macro level of analysis there do not appear to have been major changes in patterns of participation since the Alexander Report, local government reorganisation and the institution of Regional Community Education and YC Services and more composite District Leisure and Recreation Services. However some changes are observable in more detailed analysis of particular programmes, facilities and centres. Despite the different forms of Regional and District reorganisation there is no clear and powerful evidence that any one of the organisational frameworks has produced a general pattern of participation different to that described above although again there is valuable evidence of relationships between the nature of organisation and changed patterns of participation in more detailed studies of programmes and centres particularly in ABE, The Arts in Fife and Sports Development in Stirling.

What is abundantly clear once more from the overall data on participation is that merely to declare that facilities are open to all is to ignore traditional patterns of participation which persist. Evidence suggests that reliance on the notion of individual sovereignty of choice may be inadequate; clearly choices do not take place in a social, cultural and historical vacuum. If local government services are to achieve a greater degree of distributive justice, effective access for 'disadvantaged' groups, and are to be responsive to needs in wider sectors of the public, then discussion of positive discrimination in policy, allocation of resources and in professional practice may be necessary.

SECTION II A

Conclusions on Overall Patterns of Policy and Organisation in CE and LR

(i) Evidence ranging from interviews with senior staff, participants and studies of particular CE, YC and LR Centres indicates that policy is made in very general terms. Where priorities are laid down staff frequently report that little guidance existed as to how they should be pursued or about adjustments in existing programmes to accommodate them.

(ii) Policy may be seen as emanating from

(a) long-term perceptions and assumptions concerning the functions of youth and community work, IFE, adult basic education and leisure and recreation in society. Views and values held by staff on these matters affect the nature of provision and practice and the development of links between the various areas of work, yet they are often reluctant to be explicit. This is because long-term policy matters are conventionally the preserve of elected members and because, especially amongst CE staff, there is the view that provision and policy should be responsive to the particular requirements, needs and interests of the people in the localities in which they work.

(b) In the context of 'responsiveness', management does not wish to constrain fieldworkers from developing relatively autonomous and flexible modes of provision by imposing more specific policy objectives but does at the same time wish to provide support and guidance so that the worker does not experience isolation in the face of the myriad demands and needs he or she faces in the task of decision making on the allocation of financial and human resources. Our evidence from all three regions in CE and LR indicates that workers do express their need of more support and guidance in this decision making. Policy at this level is then not only to do with views and assumptions about long-term functions but also to do with the organisational frameworks in which staff operate, with staff deployment, with the types of facilities in and with which they operate and the allocation of financial resources.

(c) It is evident in all three regions that policy and the workers perceptions of their long-term functions are fundamentally affected by the structures and professional orientations which existed prior to Local Government reorganisation, as well as the development of community education services and more composite departments of leisure and recreation.

While much consideration is given to the ways in which policy and structure might lead to more efficient and effective cooperation, practice is dominated by disparate professional traditions in Y&C work, IFE, ABE, and LR. In overall policy and organisational terms there is a pressing need for better cooperation, understanding and coordination between the work of different local government services if balanced and effective programmes of recreational, educational and youth and community work are to become more accessible. There is a lack of conceptual understanding of the potential links between the various areas of work.

(iii) Workers' perceptions of long-term functions and policy stemming from historical and professional traditions and orientations may be characterised as follows:

> (a) Youth work has consisted of heterogeneous fields of activity resulting largely in the provision of social and recreational activities for young people but significantly affected by the importance given to 'social education' and to the importance of raising self-confidence through 'non-directive' contact and group work. The work is seen as being responsive to local needs and as contributing to individual and social development. Community work has been added but concepts and practice in neighbourhood work, outreach, participation and community development have not been fully analysed or followed through. Inherent tensions and ambiguities as to the long-term purposes and functions of youth and community work continue - compensation, care, support, socialisation, policing, enriched recreation and leisure, 'non-directive' social education, more structured and rigorous education are all areas which contribute to the problematic nature of defining objectives, policy and priorities. The role of 'facilitator' for example is clearly an important and valid one particularly at the points of initial contact and confidence raising; however, in the context of community education, if the functions of the worker are limited in practice to that of a facilitator and manager of social, community and recreative services, a major and significant part of his function disappears. He or she as an educator must be concerned in the scope and range of the programme of community education activities to develop work of genuine educational value as well as recreative participation in pastimes, information giving and social participation. These objectives and activities may be linked and lead onto one another. It is recognised that one of the major strains on the community educator in the field is a proliferation of tasks and a frequent absence of prioritisation, guidance, appropriate support and effective in-service education. But if the service

is to be an educational one then clearly educational objectives must not be submerged and should be more carefully delegated and prepared for.

(b) Informal Further Education or non-vocational adult education has employed very few full-time professionals in regional and district authorities and there is little sign of a secure career structure developing. Educational programmes have been and continue to be based largely on a 'for leisure' view of education and have not involved a significant amount of outreach, issue-based or more cognitive work, although a certain amount of work with 'disadvantaged' groups has been developed. (Adult Basic Education has in some cases developed more responsive approaches and has educational objectives which supersede 'for leisure' approaches).

(c) Leisure and Recreation provision has been based largely on a tradition of making facilities available to the public on an open 'democratic' basis. Outreach and participatory approaches are being developed in some areas and more recent objectives have involved notions of learning and personal growth but these have not significantly affected large areas of practice.

(iv) All three areas of work then converge in practice on 'leisure' and 'the problem of leisure' but from differing perspectives, purposes and professional traditions. There is no agreed and comprehensive view of community education and its relationships with leisure and recreation, nor is there a clear consensus on its values, functions and purposes. In terms of its effectiveness different criteria may be adopted. If a recreational 'for leisure' view is taken together with ideas concerning 'social education' in which for example informal group contact between full-time and part-time professionals and youth groups is, on its own, defined as 'education', then the provision of recreational and physical activities together with confidence raising group work of various kinds at a basic level may be perceived as sufficient. It frequently contains little that can be described as developmental although viewed within the context of the traditions referred to it is valid in terms of a basic level of provision. The evidence is that the emphasis of programmes in community education and informal further education in the three regions fall largely into this category as do district leisure and recreation programmes. The quality of much youth work and 'social education' is questionable and a high proportion of senior and field level professionals express their legitimate concern for this area of work as do participants. Programmes do not adequately take into account the range of functional and developmental objectives in education which the Alexander Report recommended community education should contribute to an active participatory democracy and individual growth. Issue based and more cognitive educational work have not developed significantly and community education workers from youth and community traditions have understandable difficulties in adding or integrating educational orientations and skills into their practice and policy objectives, given the wide range of demands already made on their time. (Functional objectives in education are dealt with more fully in Section III of this conclusion).

(v) Despite the differing organisational arrangements (detailed in Chapter 4 characterised as 'comprehensive' in Fife but with ABE under FE; 'separate' in Tayside but with a comprehensive CES including ABE; and 'unintegrated' in Central Region), linkages both between component parts of CE, (YC, IFE, ABE) and between CE and LR are rarely very strong. Where they do exist and work well the linkages depend largely on individuals who have worked out clear purposes for cooperation (e.g. a Youth and Community Worker and an ABE worker cooperating to develop a programme of women's education).

(vi) Organisational arrangements do not of themselves create effective collaboration and the ways in which staff see their functions are of central importance. To assume a commonality of aims and approaches may well obscure understanding. Cooperation depends on a clearer specification of functions and purposes at district and regional levels of local government services. A clearer understanding of differences in functions would assist collaboration and help to avoid territorial conflicts which have been evident between, for example, YC, IFE and ABE workers. This analysis does not imply a concept of either generic community education or leisure and recreation work but a differentiation of functions and degrees of specialisation. This might foster the development of functional cooperation which could achieve a higher quality of work in CE and LR. Youth work for example, could benefit from collaboration with IFE and/or ABE workers in developing valuable educational programmes in Community Centres and elsewhere. The IFE and ABE workers would benefit in terms of learning from face-to-face contact with young people and the development of more responsive community based educational strategies useful for other areas of their educational work.

(vii) Specialisation of functions does however depend on how effectively staff are able to decide on priorities, and overall policies do not provide clear advice and support in this task. But informal prioritisation of a kind does take place between what we term 'mainstream' and 'special' provision and there is a tension between the two.

In LR 'mainstream' consists of the provision, management, maintenance and improvement of facilities for indoor and outdoor recreational and sporting facilities. 'Special' provision is made by sports officers, leisure-leaders and others involved in face-to-face work with members of the public.

In CE mainstream provision differs between different branches in the service. In YC work 'mainstream' provision consists of a relatively fixed weekly programme of activities in community centres involving youth clubs, mothers and toddlers, OAPs lunch clubs, an unemployed group and a Family Night. Keeping the door open to all is seen as an essential part of the task. In IFE 'mainstream' work consists of conventional largely physical and craft based leisure classes. 'Special' provision involves work with 'disadvantaged' groups such as the 'unemployed' and 'women' and issue-based and outreach work of various kinds. At times part of the mainstream work becomes 'special' in the sense that many workers feel that youth work for example is not being given sufficient attention.

What is clear is that if 'disadvantaged groups' and traditional non-participants are to benefit more and if a greater degree of distributive justice is to be achieved in both CE and LR then clear priorities will have to be developed and that on the basis of these priorities resources and support reallocated. To argue in policy terms that facilities are 'democratically' open to all is insufficient and leaves out of account:-

(a) the concept and fact of latent demand demonstrated in, for example, responsive and community based Adult Basic Education in Central Region and in the Stirling District Sports Scheme.

(b) the pattern and nature of participation which is largely determined by the professional suppliers and by the patterns of existing and previous usage. This demonstrates neither responsiveness nor more genuinely democratic and innovatory approaches to provision but the views of professionals as to what should or can be feasibly supplied.

(c) the importance of national and local social, economic and cultural forces which fundamentally influence patterns of participation and the nature of expressed needs.

(viii) The issues involved in the tensions between 'mainstream' and 'special' provision relate to problems of 'outreach' work and responsiveness and to problems of organisational change and development. Staff in both CE and LR claim to be 'responsive to local needs' and responsiveness is perceived to be an important target of organisational and staffing arrangements. All of the organisations and units studied exist within hierarchical local government structures but there are, in overall terms, differences in approach and organisation between both LR and CE and among the units of each service. These are characterised as follows (there are exceptions and variations which are detailed in the previous chapters): LR operates largely on a line management structure in which relative to CE and YC, there are fewer professionals in the field and more manual workers. Sports officers, leisure leaders and sports instructors who have innovatory and outreach approaches and are concerned with the development of 'special' provision are frequently separate from the main management structure (which is concerned largely with the maintenance of 'mainstream' facilities and provision) and so may be marginal to decision-making structures concerned with policy, programmes and the allocation of financial and human resources.

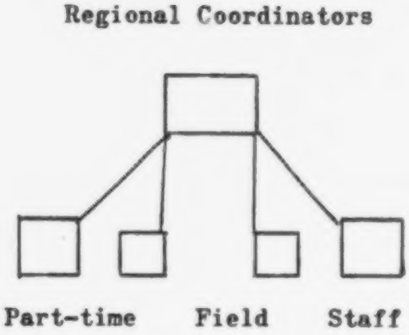
In CE and YC a main component and principle of policy is that the services should be responsive to local needs. There are many more full-time professionals in the field and it is recognised in principle that CE workers should have a degree of responsibility, autonomy and discretion in the allocation of resources based on negotiation with members of the public on their terms, with Centre Management Committees and with other appropriate organisations in the community.

In district LR departments the notion of responsiveness differs in that there is a planning orientation and responsiveness enters into the planning process through consultation between senior staff and elected members, discussion with voluntary organisations and clubs, informal discussions between staff and participants and, infrequently, questionnaires and surveys. Goals are set by policy-makers. The process of policy-making is conceived as one in which needs are taken into account and are then implemented by locally based staff at lower levels of the hierarchy. Negotiations at field level with members of the public at the point of contact with the service is then constrained organisationally within narrower limits than in CE and YC services. There are fewer professionals available to develop outreach and more responsive approaches and they are in terms of time and practice concerned with the maintenance and efficient management of facilities. Having said that it is clear in practice that due to the tensions between 'mainstream' and 'special', the lack of prioritisation, the proliferation of tasks and the emphasis by senior and middle management on the importance of the efficient maintenance and management of facilities, many CE and YC workers find themselves similarly constrained in relation to negotiation, responsiveness, effective outreach work, and innovation despite stated policy principles.

(ix) Both CE and LR organisational structures attempt to be responsive; both have hierarchies of decision-making and accountability at the top of which are elected members and senior management and in theory policy is arrived at through negotiations with officials and members of the public at different levels of the organisation. But some of the more important responsive, innovatory, outreach and 'special' programme developments in CE and LR which have involved traditional non-participants and disadvantaged groups and have moved away from 'for leisure' and 'mainstream' programmes to varying degrees of developmental work, have been implemented through different kinds of organisational structures.

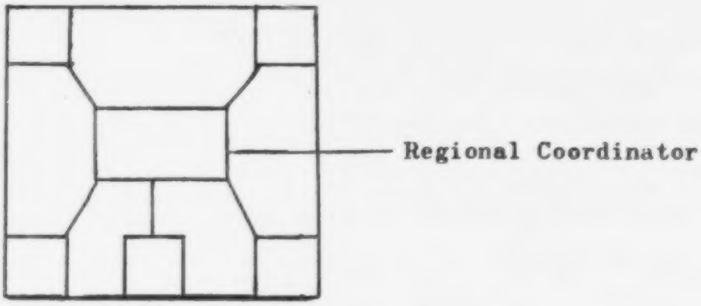
We have identified two basic models which share a number of characteristics. Both have short hierarchies and depend on varying numbers of full-time and/or part-time field staff with central coordination. They do of course exist as parts or wings of the mainline structure but the coordinators have a relatively high degree of autonomy in relation to the overall hierarchical structure.

Model 1 - Sports Development - Stirling; Adult Literacy - Central, Fife and Tayside; IFE - Fife



Objectives tend to be more explicitly defined at coordinator level. The decision-making is hierarchical and there are clear lines of accountability. Field staff tend to be part-time and operate usually from fixed points. They have clear functions and limited but well-defined goals set at the coordination level. Clearly there are difficulties in including Adult Literacy Work and IFE in Fife in this Model in that neither have programmes which may be perceived as having a high degree of innovatory work and IFE remains largely committed to a mainstream programme although work with handicapped groups and increasingly with the unemployed are features of a progamme which is efficient in its own terms. Adult Literacy in Fife lacks the human and financial resources to move away from more traditional literacy and numeracy work and full-time workers would be required to achieve this. IFE requires full-time educators to develop outreach and community based approaches and in Fife the nature of the organisational structure would encourage and permit such developments. This indicates once more that organisational structures, though they may assist in the development of more responsive approaches and development work, cannot of themselves create it. The nature and quality of staff and the quality and nature of education and training for staff in LR and CE is, to state the obvious, crucial to responsiveness and to developmental programmes.

Model 2 - Arts in Fife, Adult Basic Education - Central and Tayside



Full-time Field Staff

The Regional Coordinator for administrative purposes holds a similar position to that in Model 1 but there is a network structure in which policy objectives and programmes are negotiated and defined cooperatively amongst the workers and objectives are determined in relation to the principle of responsiveness to local needs. Field staff have a high degree of autonomy, much higher than most YC and CE workers, but also have continuing support and assistance from their fellow workers, including the coordinator, which many YC and CE workers lack both from colleagues working in other areas and from middle and senior management. The high degree of autonomy in this structure allows for responsiveness and discretion without creating isolation. Objectives and policy may emerge from direct negotiations with participants at the point of contact in the field. As in Model 1 field workers can offer specialist skills to individuals and groups and there is a readily recognisable development structure. These programmes have uncovered and responded to latent demand.

(x) In the past local authorities have frequently developed extended decision-making structures and lines of authority which tend not to be efficient in responding to changing circumstances. Responsiveness requires organisational flexibility, information about local purposes and needs and the capacity to act quickly in response to changing conditions. Our research shows that effective change occurs where channels of communication are short; when a latent demand is systematically uncovered by a programme with clearly defined objectives; and where staff have a degree of specialism, commitment, self-confidence, and the resources to negotiate programmes with members of the public where needs may not be initially openly expressed or made explicit.

The various constituent elements that have historically come together to form a community education service, together with the development of adult basic education, of sports provision and of leisure and recreation departments serve a wide range of complementary and often overlapping purposes and functions. However no single organisational model is suitable for achieving such diverse purposes and functions and the effective development of practice throughout the range of these areas may well demand the creation of different and appropriate organisational structures.

With much of the introductory work, either in a social or leisure setting, confidence building efforts and responses to local needs may be best met by small locally based specialist teams. That is where goals and objectives cannot be pre-determined small specialist teams are necessary to negotiate with potential participants at the point of delivery.

However, it is equally clear that specialist units are necessary not only at a local centre level but also at a District and Regional level and that hierarchical structures must emerge in many areas to link and coordinate these specialist units.

SECTION II B

Conclusions on the Need for the Creation of Developmental Structures and Specialist Functions

(i) What emerges from this overall review of policy, organisation and participation in CE and LR is the lack of functionally linked and developmental structures and programmes in both CE and LR which are capable of providing effective access, especially for the disadvantaged and poorer sections of society. As stated elsewhere, this conclusion neither implies that workers are generally complacent nor that they lack a developmental intent but that they are hampered by a variety of factors ranging from the lack of defined priorities and of appropriate allocation of resources to the inherent tensions and ambiguities involved in overlapping areas of work. There does exist a basic level of provision but there is not an overall tendency for taster or confidence building programmes to lead any further. Fairly low level introductory programmes frequently continue virtually the same in nature year after year with few developing or linking programmes for cognitive, cultural, sporting and recreational growth. For example, there is a massive educational opportunity gap between 'social education' in community centres for young unemployed people and effective access to credit or non-credit courses in FE, College and University programmes or more advanced art, craft and drama work.

(ii) As participation in Central CE and LR programmes is more representative of the population in terms of age and social class than in either Fife or Tayside there is no simple relationship between more apparently integrated structures of YC, IFE, ABE and LR and the quality of work done or participation by lower income groups.

(iii) Attempts to create organisational integration and cooperation between previously distinct traditions in Youth and Community Work, Informal Further Education and Adult Basic Education have not been generally effective in the field. A 'community development' approach to adult education has failed to emerge. There is generally little effective contact between youth and community education workers and informal further and adult basic education workers at field level. Constructive signs of cooperation do appear but are often dependent upon particular individuals.

(iv) Effective corporate management of resources in the regions in terms of linkage between regional educational authorities and district leisure and recreation is slow to emerge. With a number of exceptions again largely dependent upon individuals there is little effective contact between Leisure and Recreation workers and Youth and Community, Informal Further and Adult Education workers. The development of functional links between these areas remains of real importance to the creation of effective access to a range of linked and developmental opportunities. Our evidence points to the effectiveness of relatively small specialist teams which have informal network management styles providing both a high degree of autonomy and support. Such teams in ABE, Sports Development, the Arts and the Countryside Ranger Service have created often small but recognisable structures of opportunity for growth and development and have uncovered latent demand attracting traditional non-participants and members of 'disadvantaged' groups.

Policy and Priority

Access for various groups to facilities (youth for example), finance for classes, groups, activities and subsidies for expensive public facilities, are limited and every year brings a new (and fashionable) concern for Community Education and L.& R. workers. The concern to ensure an equitable distribution of resources and meet concerns of public accountability leads them into a position of including on an ad hoc basis concerns for 'Women in Sport', 'the unemployed', 'the handicapped' etc. and attempting to maintain existing mainstream provision. While it would be unrealistic to suggest that an increase in staffing and resources will emerge in the near future, the very real problem of pressure on public facilities and professional staff necessitates some clear prioritisation of resource distribution and access. Policy as it is expressed currently in the three regions is specified at a level and in a manner whereby it is open to differing shades of interpretation as either 'conservative' or a 'radical' process and can withstand local political pressures: the result of such general support for concepts of lifelong learning and development without adequately specifying for what purpose or towards what social rather than personal goals this process is directed, is that any form of prioritisation becomes problematic. All groups are deemed to have equal rights to access despite the unequal use of these limited resources. In short as long as 'special' forms of provision such as swimming for the handicapped, fitness classes for housewives with children, club sessions for the unemployed, remain outside the 'mainstream' of normal provision such groups will compete unequally and utilise less resources than other more confident and articulate groups.

Development Structures and Programmes

Despite the concern to involve traditional groups of non-participants voiced in the Alexander Report and despite the organisational accommodations created in the light of that Report and local government reform, Community Education and Leisure and Recreation in the three Regions and nine Districts studied still attract a rather predictable pattern of participation. Surprisingly at an overall level of analysis, there seems to be little difference between the user population of either service, both being biased towards the young rather than representative of all age groups, to higher social classes rather than lower social classes, to those in employment rather than the unemployed or retired. Simply put, the user population neither represents the whole population that surrounds it geographically, nor does it show signs of having made overall progress towards the inclusion of disadvantaged groups. Despite differing professional philosophies and orientations CE and LR patterns of participation look almost indistinguishable with minor exceptions. In the professional management of LR facilities there is commonly an orientation towards a more cost effective commercial management of the letting of time and space in facilities, and based upon a notion of open 'democratic' access to facilities and individual choice and sovereignty. This contrasts sharply with the notion of sensitive response to local needs by appropriate programme development and compensatory provision for particular disadvantaged groups which is more commonly advocated in Community Education. At a macro level of comparison of age, sex, class, educational levels of participants, neither style of management appears to significantly affect the nature and structure of participation. Most YC and C workers do have a general developmental and responsive intent but, to repeat, the lack of effective priorities, the proliferation of tasks and the importance which they perceive is attached by senior management to efficient maintenance and management of buildings constrain workers in their attempts to develop effective responsive approaches, outreach work and educationally innovative work.

Unequal participation can be seen clearly in the constituent elements of each of the services which appeal currently to different sectors of the community both intentionally and unintentionally. Youth clubs naturally attract the young, IFE attracts a high proportion of middle class women, outdoor sports attract skilled working class young men. However, this pattern does show signs of having been altered particularly where there have been deliberate attempts to engage in programmes and activities with traditional non-participants in for example Stirling District's Women in Sport scheme and Adult Education provision in Central Region. This is the more surprising since Central Region has not formally responded by organisational changes in Youth and Community work and Adult Education provision in the light of Alexander. Both sports provision and Adult Education provision in Central Region show the development of a crucial linked middle area towards which participants can move if so inclined from their initial point of contact with either service.

It is fairly clear that there are three similar levels of involvement and development that can be seen in Community Education and LR. The initial level is an introductory, tasting and sampling involvement in which participants broadly from the community as well as from particular defined disadvantaged or target groups are attracted into centres and programmes or are involved in outreach or or external initiatives and are invited to sample and try out the range of activities, programmes and ways of participating in the services. As important and contingent upon this sampling is the beginning of confidence building exercises in which those who have not been involved in education, public recreation or crafts and hobbies for some time and feel shy, embarassed and unsure of themselves, are sensitively introduced in a non-competitive non-threatening atmosphere to activities, pursuits and participation. The basic level of introduction is crucial to any real development of lifelong learning and development and must be seen as having both high priority in usage of facilities and staff time. To leave such work to inexperienced new recruits, students on placement, insufficiently trained part-timers and enthusiastic amateurs is to fail to ensure a genuinely equitable basis of participation in these two services. The second level of involvement requires the acceptance of movement and growth as a fundamental principle of Community Education and Leisure and Recreation.

At this level, the Centres' services and facilities must provide routes by which new participants can move either outwards or upwards, either vertically or horizontally. In the case of sports in Central Region and Stirling District useful models of organisation are developing. At a basic level initial involvement is stimulated. At a second stage new participants are encouraged to move out into existing local clubs. Pressures on such clubs stimulates efforts to create new clubs. In short primary involvement is actively turned outwards to stimulate voluntary external provision of facilities, coaching etc. This secondary level of movement outwards can also be promoted in the Community Education Service through workers making clear and explicit links which support existing social organisations, from the Camera Club, to the Women's Institute, the Church and trades unions. (The movement outwards does not imply a move away from public facilities never to return since movement outwards can also be movement upwards). Parallel to this within CE and LR there should be a developmental sequence of activities and programmes for new participants to move upwards. This middle level is also crucial at bridging the gap between the pursuit of high level performance and excellence found in the FE colleges, Universities and Colleges and in high levels of competition and performance in sports, the arts and aesthetic areas.

As important as the development of vertical structures, is the development of the horizontal dimension; that is the development of a wide range of educational activities that help people towards higher levels of performance and achievement within their own community, families and lives. The development of programmes and activities which are directly relevant to local issues, concerns and local needs is crucial here.

Again the Sports Development models within the area of Central Region are instructive, whereas at a District level the concern is to stimulate initial involvement, and direct people out into clubs to improve and compete, at regional level the concern is to stimulate and facilitate inter club competition, the development of league and the development of individual and team excellence.

The notion of levels of involvement and performance here recognises clearly differentiated functions and purposes at each level and a clear cooperation between differing providing agencies. Whereas in LR the sports facility is often the initial point of contact, initial involvement in CE is often the Community Centre. The role of Community Centre Staff should clearly be directed not only towards the physical management and the centre, but primarily towards a wide range of confidence building and experience widening approaches. Just as evident is the acceptance that the Centre is a fundamental base of development of attitudes towards life-long education and that it alone does not have either human, financial or physical resources to meet the latent demands of surrounding populations and whereas the Centre may be able to mount more advanced courses, activities, programmes in some areas, they will need to direct participants outside to develop in other educational agencies and local groups. If indeed Youth and Community Services are concerned to adopt a Community Development approach then the stimulation of existing forms of social organisations is a legitimate and worthy function in itself. There is a concern that provision in a centre may of itself sap local initiative. What often appear as ad hoc or incremental concerns, for Community Centre staff should no longer be categorised as peripheral or specialised forms of provision outside the mainstream core curriculum of events, programmes and activities. Unless there is a continuing concern with disadvantaged groups, and unless they are given a permanent and developing range of activities and programmes, they will drop away from Centres until the next initiative is made in their direction. Rather as many students have become literate in intensive literacy campaigns in Third World Countries, only to lapse back into illiteracy for the lack of continuing practice, back up material and stimulation, so members of 'disadvantaged' groups and others may well lose impetus if the service fails either to continue support or fails to provide new appropriate activities and directions. Clearly specialists need to work closely together in providing introductory, taster sessions in centres and out in the community as well: the 8/10 or 16/20 week involvement in an IFE programme at a cost as high as £40 for the individual is an inhibitor to many to join, and exhibitions, demonstrations, fairs where participants can try a free session may prove useful additions.[1] The fact of latent demand, so evident in continued public response to Adult Basic Education clearly means that prioritisation of groups with whom the centre is concerned is a crucial issue. Clarification of groups with whom work may be pursued must emerge from an analysis of who does and does not have access to these public services. Merely to respond to the unemployed is to lose sight of the fact that among the unemployed it is mostly young males who participate in community centre activities; the fact that few young unemployed women and few older unemployed men and women participate cannot be

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(1) The Alexander Committee recommended that while fees should continue to be charged for classes and courses, fees structures should be sufficiently flexible to encourage expansion, development and the involvement of a greater range of participants. This was to include the waiving or remission of fees for categories of participants who without such arrangements might not be able to take full advantage of the opportunities available. (Alexander: 1975, 87-88). Such arrangements are evident in some IFE, CE and ABE provision.

ignored. If community education is indeed to respond to the needs of its diverse surrounding population, and if LR is to meet the demands and potential demands to be made on it by local populations, then they must be keenly aware of the structure of that population in terms of a series of socio-economic and demographic indicators. Similarly they must be clear as to their function in developing an overall structure of leisure and education opportunities and must actively seek to elaborate a developmental network of vertically and horizontally linked opportunities and groups, in centres and in the community at large. For example, opportunities for more advanced credit and non-credit courses for those whose initial involvement may have been in ABE or IFE;[1] for leadership training for older youths; for advanced handicraft and aesthetic classes and courses; for competitive sport and sport other than simply recreational.

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[1] It should be noted that ABE provision in all three regions is free of charge; this may be a significant factor in the involvement of traditional non-participants.

SECTION III A(i)

Conclusions on Policy, Organisation and Programmes in Adult, Community and Informal Further Education, Youth and Community Work and the Arts

This section is concerned particularly to examine how far effective access to developmental and linked structures of cultural, cognitive and issue based education have been developed in the three regions and to examine what might be done to improve on the present situation. It is recognised that there have been major financial constraints but a crucial evaluation of the Alexander recommendations is the evaluation of the various forms in which local government has organised provision and of the pattern, nature and quality of programmes of community education involving YC, IFE and ABE workers. Attention is also paid to the nature of Arts programmes in this section.

The evidence shows that in all three regions there exists a basic level of 'mainstream' youth and community and community education work based on Community Centres, with programmes which are often recreational and social, but with some developmental and educational programmes. However, there is little sign in mainstream YC and CE of deliberate and systematic programming for the creation of developmental work.

By training and experience, most YC and CE workers do have a general developmental focus and intent, but the burdens of administration and the difficulties of prioritisation in terms of objectives, prevent them from decisively creating, with participants, more purposive and balanced programmes. The majority adopt what are termed 'non-directive' approaches to educational work. They tend to see more cognitive and structured educational work as being 'elitist'. Though it has traditionally attracted and continues predominantly to attract people with higher levels of formal education, more cognitive education is not of itself elitist, although patterns of access have been seen to reinforce existing educational inequalities. But, if the Community Education Services are to establish more developmental and educational structures, the creation of effective access for all members of the community to a more cognitive and intellectually challenging curriculum is essential. If there are valuable areas of knowledge to which only some sections of the community have traditionally had access it is not 'elitist' to suggest that those areas of knowledge are equally valuable to those who have traditionally not enjoyed such access. The 'non-directive' approach is in a sense confusing in that it implies that what the professional workers say is likely to be more influential in a group of people than what anyone else says. Perhaps more important is that individuals have frequently interpreted the approach to mean that structured teaching and the development and creation of knowledge and learning through such methods are almost forms of 'cognitive imperialism'. Frequently YC and CE workers view and have experienced teachers as people who impose their knowledge upon others and who have failed in the past to benefit many participants in youth and community work. Youth and community workers therefore often wish to care for people in other ways which are frequently non-challenging, which provide comfort and assist people to resolve their difficulties. While non-directive methods have their place, workers frequently do not have sufficiently developed areas of knowledge and skills to create appropriate curricula and learning methods for particular groups of participants or for non-participants. In sum, they have not been adequately prepared and trained to develop effective learning and donot have effective educational approaches to their work.

The tendency to confuse with 'elitism' intellectually valuable and more cognitive educational work, which may well be issue and community based, is unfortunate because its absence does contribute to a reinforcement of educational disadvantage. Many YC and CE workers see, with some justification, traditional adult education and IFE as tending only to assist individuals rather than the 'community' as a whole. Workers emphasise their commitment to the development of interpersonal and communication skills and the raising of social confidence and esteem through non-directive group work and see 'teaching' and systematic structured learning as inappropriate. There are however dangers in basing a programme of activities and learning solely on a locally defined community and on the understanding that it must be 'relevant' to the local culture: 'relevance' only to a local and 'deprived' sub-culture may mean a narrow and third rate programme of activity and learning which once more reinforces educational disadvantage and denies access to an analysis of why it is 'deprived'. Such programmes do not challenge elitism and educational inequalities but reinforce them.

In evaluating the balance of broadly defined curriculum of learning and activity in community education it is necessary to seek a vital strand of work in the area of systematic learning and analysis which may be related to identified needs and social issues in the community and to work concerned directly with intellectual development. The development of an understanding of wider social issues and of an active participatory democracy requires that learning and analysis of a rigorous and systematic nature are a recognisable part of the structure and programme, and are accessible in real terms to all adults. This essential strand of work is frequently absent. The major objective of the recommendations in the Alexander Report and of the reorganisation of adult education and youth and community work, which was to develop a strong, broadly based and highly professional system of education for adults providing effective access for the majority and for 'disadvantaged' groups to balanced and developmental programmes of social, cultural, recreational and cognitive education has not been achieved to a significant extent. To repeat, there is an enormous gap in educational opportunities between 'social education', confidence building, and much adult basic education and IFE and the credit and non-credit programmes of further and advanced education to which the majority who leave school with little or nothing in the way of education qualifications do not have effective access. Neither is there effective access for this majority to programmes and activities which derive from local issues, concerns and needs, nor to programmes which would assist individuals to develop skills to enhance their participation in their community, family and personal lives. The structure, staffing and programmes in community education in the three regions do not adequately fill this gap so that the possibilities for the vast majority of individuals and groups to develop educationally beyond basic levels are not sufficiently provided by local authorities nor by any other agency.

Alexander was also concerned to allocate educational resources in Scotland in such a way as to promote personal development, discussion of operative social issues and an active democratic society.

It is necessary at this point to say something further about the functions of education. Education is concerned to develop effective and systematic learning. That is the objective. Education is organised so that learning may take place. Learning does of course take place outside educational structures but may be incidental to the activity of which the major objectives may be social, participatory, recreational or enjoyment. The educator may hope and plan that participants enjoy the process of learning and develop participatory or discussion methods. These may be useful and necessary for the attainment of educational objectives but the major purpose of the activity is the quality of learning and not recreation, social participation or enriched leisure. Learning may sometimes be difficult and painful although it may be argued that much satisfaction, pleasure and confidence are derived from the achievement of difficult tasks in an appropriate curriculum. These arguments apply to, for example, social education with unemployed groups who are frequently well aware that they are being sold short educationally as well as in other ways.

In the light of this, a significant part of the task of community educators is to create situations in which young people and adults learn systematically what they and the educator jointly agree it is useful for them to learn. "Education may well involve emotional and social learning as well as cognitive development but the latter must not be by-passed because it appears to be more difficult". (Jackson, K, 1973: 27). The objective of the educator is to develop skills, abilities, and understanding of fields of knowledge whether issue or subject based, as far as the educator and the group can or decide to go. In the absence of a linking and developmental educational perspective there is a danger of producing an array of discontinuous and ad hoc activities.

The following points concerning education in the context of community development are in our view crucial to an understanding of the meaning of community education. Participants "must also be able to place what they learn in an intelligible context, in which their interests become clearer and more surely understood, in which their awareness of society or the physical world is increased, and in which their consciousness of their own position is heightened". (Jackson K, 1973: 27). Contact and communication between community education professionals and members of the public and the development of good relationships are necessary activities and may be perceived as one basis for developmental and educational programmes. But of themselves they are not sufficient, and they may be linked to educational programmes which lead to further growth, involvement and change. These programmes may involve practical and participatory activity related to the nature of the issues, subject matter and the present ability and knowledge of participants.

Community education, like leisure and recreation, should not be perceived as a commodity for passive consumption, but as a programme of active development.

Having said this we can identify a list (not exhaustive) of functional objectives which may assist in examining the nature, quality and balance of activities in both community education and leisure and recreation.

These functional objectives are placed in hierarchical form but are clearly interrelated and overlap so that, for example, an individual or group may be gaining information and data concerning welfare rights and in addition be engaged in an educational programme concerned to identify and analyse the causes of current high levels of unemployment. In LR an individual or group may be participating in recreation in the countryside and at the same time developing their understanding of the nature of the environment and issues in conservation. In addition, the model assists us to perceive interconnections between CE and LR objectives and between physical, emotional, social and intellectual development.

Whereas in introductory programmes, the objectives may well be related to both the development of personal confidence and skills, abilities and knowledge, in other programmes and activities, the principal objective is the development of more advanced levels of skill, ability, knowledge and analysis, and confidence raising may well be an effect, rather than a prime objective.

Hierarchy of Functional Objectives in CE and LR

Levels	Developmental Objectives
6 Social Development	Development of active participatory democracy, social awareness and policy making; including higher levels of conceptual development.
5 Personal Development	Enlargement and enhancement of one's experience, including more cognitive and analytical skills.
4 Relationships	Satisfaction and development in the family and friendships; group-work, counselling, therapy, supervision management.
3 Social Skills	Speaking, writing, work-roles, chairmanship, leisure and social activity; language teaching; participation in management.
2 Technical & Aesthetic Skills	Sports, games, competitions, driving, typing, DIY, cookery, committee organisation; arts, community arts, crafts.
1 Information	Acquiring factual data significant for tasks, issues roles and orientation, welfare rights.

(Adapted from Ruddock R, 1981: 38)

SECTION III A(ii)

Conclusions on Regional CE Provision and the Arts

The Pattern and Nature of Provision in Tayside

In Tayside the Alexander recommendations were interpreted organisationally to mean integration rather than the incorporation of the various elements into an overall Community Education Service. But the integration of Y&C workers with one full-time adult education worker cannot be perceived as creating an effective alliance. Overall policies and purposes imply that priority is given to 'disadvantaged' groups. As a result of policy decisions and increases in fees there is now no subsidised IFE programme. IFE was not seen as an effective vehicle for the development of education for disadvantaged groups or for the development of a more balanced curriculum. The main alternative to the subsidised IFE programme has been the development of 12 Adult Associations with assistance from Community Education Workers. The self-financing IFE programme is small and remains largely concerned with practical skills and recreation. The Associations have not developed in the inner-city areas and participation is mainly from middle-class groups. People are encouraged to join Community Centres and take part in a range of activities which includes some IFE type classes but in these classes there is little issue based or more cognitive work. There are no full-time workers in IFE. Educational resources have not been reallocated in mainstream CE work to systematic learning based on identified needs and issues in communities. Mainstream CE work is largely in the areas of confidence raising, development of interpersonal relations, 'social education' often at a basic and introductory level and practical, recreational and physical leisure activities. The Inner-City Community Development Team are in the process of working out their priorities and the nature of their contributions. The Team have developed a small but valuable amount of specifically educational work. However, the Team feel that they require sustained and informed guidance and encouragement if this is to develop. Members of the Team have organised a valuable programme of outdoor education with a group of young unemployed adults, assisted by the Regional Outdoor Education Unit. But as an example of good youth work such efforts need following up, developing and to be put on a more systematic basis.

In Tayside, University Extra-Mural Programmes, are not effectively accessible to the majority of the public and the work of the W.E.A. is at present not significant in quantity. Within Community Education, educational work of a more cognitive and systematic kind is not immediately evident except in ABE which in Tayside forms a wing of the Community Education Service. The wing is staffed by 6 full-time adult educators, a resources manager and a limited number of part-timers. 3 adult educators are engaged largely in MSC provision which makes a substantial contribution to the Unit's budget. Three workers are engaged in regionally funded core provision which is developmental in the sense that participants may move in a small but recognisable structure of education from basic literacy and numeracy to pre 'O' grade and FE work. The ABE programme involves a high proportion of participants from 'disadvantaged' groups and has demonstrated that structured and systematic learning is effective with these groups. A highly motivated and well qualified team of educators with a management style and structure which allows for autonomy, and responsiveness, encourages innovative practice and provides support for staff has demonstrated the wide-spread existence of educational needs and latent demand which cannot, with present resources, be met. Most of the present full-time workers in ABE have more specialist educational qualifications than Community Education workers in general who mostly have College Youth and Community Diplomas. While the ABE wing is a unit of the

Community Education Service how far there is a secure career structure for adult basic educators is not entirely clear. There is less issue-based learning than in Central where ABE workers are based in 'deprived' communities. Cooperation between workers in the ABE unit and the area based CE teams has been slow to develop but where CE workers do act as allies there are constructive developments in terms of provision of appropriate teaching facilities support, advice and information, and publicity.

An interesting experiment in community arts has been initiated at the Dudhope Arts Centre which is a part of the CES. Within severely limited resources attempts were being made to develop an outreach programme in the local neighbourhood and the region as a whole. More resources, human and financial, would have to be found however before an effective arts policy for the region as a whole can be realised and implemented.

The education pattern that exists then is a basic level of mainstream community education work with few effective vertical or horizontal structures for change and growth. There is a severely reduced and self-financed conventional IFE programme. Within the CE Service few educational opportunities credit or non-credit, subject or issue based, exist between basic levels of work and more advanced educational opportunities except for those participating in the ABE unit's core and MSC programmes. The ABE core programme which has tended to be more responsive than the MSC programme is at the limit of its resources. The majority of the population including traditional non-participants do not have effective access to appropriate learning. A small quantity of outreach educational work is evident among the activities of the Inner City Team. However this involvement is capable clearly of substantial development. This in turn requires purposeful and coherent planning. Outreach work in the arts side is more purposeful but requires better resources. A limited but valuable programme of classes in arts, crafts, and drama are on offer in the Arts Centre and there are some signs that the traditional, narrow social 'band' from which this clientele are drawn is beginning to broaden out.

The Pattern and Nature of Provision in Fife

Of the Regions studied, Fife has adopted an organisational structure closest to the Alexander model. Fife had in 1979 three full-time IFE workers and since 1965 had developed a strong programme of largely recreational IFE but containing some vocational and pre-vocational provision, work with 'disadvantaged' groups such as the 'retired', the illiterate and handicapped and strands of more cognitive non-credit work. It could be said that there was a linked and developmental, if embryonic, structure of provision created without formal or organisational linkage to youth and community work. In 1979 the CERS administratively, and in terms of policy, encouraged linkage and cooperation between the Youth and Community Service and IFE, which were then incorporated as recognisable elements in the CERS structure, with workers in a position to act as allies. The two elements work under one Principal Assistant for Continuing Education who had been in IFE and is an adult educator. In a sense then the Fife organisation is a test of the Alexander recommendations although there are still only 3 full-time IFE workers with a traditional pattern of part-time principals. Cooperation is developing with YC workers but there is in practice at present little effective linkage in the field. YC workers have not involved significant numbers in the IFE programme.

Organisationally, the YC service in Fife is distinctive in that it has an additional administrative tier of 'Area Organisers'. However mainstream Y&C work continues largely as in other regions.

One YC area in the region is of interest in so far as the Area Organiser and the Y&C field staff have attempted to develop a 'team' approach to their work. However the most important outcome of this approach at present appears to be in terms of morale and mutual support rather than extensively integrated or cooperative practices, since each member of the team is separately responsible for his or her own sub-area and its related facilities. Workers thus to a great extent continue to operate in practice as independent units.

To recapitulate, there is little issue based education and the comparatively large IFE programme is still predominantly oriented towards for 'leisure' recreational and practical skills programmes. The more cognitive strand and significant programmes for disadvantaged groups continue, although vocational work has now gone to the FE sector. IFE workers adopt 'supermarket' rather than outreach or community development approaches to programme planning although there is some justifiable satisfaction taken in improved figures in participation. But participation is still largely from middle-class groups. ABE in Fife is a part-time service, not in CERS but administered by the FE sector, still mainly concentrating on traditional literacy and numeracy work and has not developed as fully as it has in Central and Tayside who have had assistance in this field from outside funding. But as in the other two regions the dedicated work by part-time staff has uncovered latent demand and there are many more referrals than can be dealt with. Staff are at the limit of their resources, frequently penned back into more traditional individual tuition and unable to develop more issue based and group work in the deeper and broader meaning of adult basic education adopted in Scotland; there are, however, notable individual exceptions and innovations.

The 'Arts in Fife' has impressively achieved an extended range of activities in many branches of the arts throughout the region. The main principle is that 'fires should be lit' in as many 'corners' as possible. Much of the activity is achieved by stimulating other organisations, including particularly members of the Y&C service, to act as managers of arts events, festivals and the like. A more direct form of provision has began to emerge by means of mobile arts teams employed through the Manpower Services Commission. However the potential of such developments is limited for various reasons and more resources are required if the 'Arts in Fife' is to take a more positive and interventionist role in local arts development in the region. This is particularly important if the range of activities now emerging in a somewhat ad hoc and loosely coordinated fashion are systematically to grow into a developmental structure of non-formal arts provision through District LR departments as well as through CERS, for which an already great potential exists.

There is then a predominant pattern of a basic level of mainstream Youth and Community provision and a relatively high commitment to fairly conventional IFE work, although ABE work is clearly under resourced. Systematic learning in relation to social issues and effective access to a developmental structure of education has not yet been adequately created despite the organisational and policy developments which encourage youth and community and IFE workers to cooperate in educational tasks. IFE and Y&C workers still tend to see themselves as separate professions.

Some Y&C workers have begun to develop contact with the arts in Fife, but cooperative practice within the Y&C service and between Y&C staff and other branches of the CERS is still relatively limited. Valuable and wide-ranging efforts have been made to stimulate arts related learning and involvement in the region at various levels of participation and achievement.

The Pattern and Nature of Provision in Central Region

In Central an organisational structure linking YC with IFE and/or ABE has not been created. IFE and ABE operate under the FE sector of the education department. YC is separately administered although coming within the education department. There is now a skeletal IFE programme after the cuts of 1976-77 and self-financing groups are encouraged. There are no full-time IFE workers and no IFE outreach work. Participation in IFE is largely from middle-class groups. The programme is largely recreational with little issue-based or more cognitive work. There is the basic mainstream Youth and Community Work. In terms of full-time professional staff the YC Service in Central is smaller relative to the Regional population than either of its counterparts in the other two regions. From research in a representative selection of centres and programmes the pattern of provision appears to be very similar to those found in the other regions. One worker had begun to develop links with an Adult Education Tutor in order to provide an educational outlet for some members of a Mothers' Group. Another worker had cooperated with local LR staff in the provision of summer playschemes. Such examples both of collaboration in planning and running events with other agencies, within systematic educational outreach are however limited in number. Work of this kind clearly requires deliberate encouragement and planning from management if it is to develop in quality and quantity.

As yet there is no direct Local Government provision for 'the arts' as such in Central, beyond that made through IFE arts and craft classes. However it is understood that the Officer responsible until now for sports development is also to include arts/cultural development within his sphere of concern.

There is also however a community based specialist Adult Education Unit with 7 full-time members of staff funded until 1985 with assistance from Urban Aid. The more traditional literacy and numeracy work continues. The AE unit has developed a programme of linked issue and subject based learning which involves a high proportion of traditional non-participants and people from 'deprived' areas. The tutors are based in 'deprived' local communities but have attracted demand from throughout the Region. The tutors are specialist educators with outreach approaches and capable of developing learning programmes to assist particular individuals, groups and interests. They have a conceptual and practical understanding of the links and connections between educational, social and recreational activity. More cognitive work is not avoided but encouraged as a major objective of learning programmes and around this clear objective linked participatory, social, recreational programmes have developed. The programme informal, non-formal and formal provides for continuing growth together with advice and counselling. The project has demonstrated that given appropriate approaches to learning traditional non-participants can and do learn effectively and that such responsive approaches uncover latent demand among those previously believed to be apathetic or lacking in ability. The unit is informally managed in a network style which provides both autonomy and support. There are no funds for part-time tutors. There is little effective contact with either Y&C or IFE workers and where this occurs it does so on an individual basis. The workers have created their own network of allies. In a significant sense the type of educational work envisaged in the Alexander Report is best exemplified in the programme of the Central ABE unit and workers do see themselves as community based adult educators.

The pattern that exists in Central then is a basic level of mainstream Youth and Community Work, a severely reduced conventional IFE programme and a responsive ABE programme involving more cognitive objectives. The ABE unit is however small and at the limit of its resources. It cannot be said that there is as yet effective access for the majority to linked and developmental structure of learning and activity, although the examples of good practice noted above do indicate the possibilities for future provision.

SECTION III B(i)

Conclusions on Policies, Organisation and Programmes in Leisure and Recreation

'Leisure and Recreation', like 'Community Education', is an 'umbrella' comprehending historically separate areas of provision. We do not propose to deal with each of the many services which commonly have come to be associated with 'Leisure and Recreation', and have chosen to concentrate only on particular areas, given the time scale of the project. Our interest very largely concerns the nature of overall organisational structures which loosely link these historically separate services. It also concerns the nature and types of policy making in a broad sense, and the potential which exists for collaboration with other agencies (particularly CE) in providing developmental structures and programmes.

In one area, Central Region, we have found such a wealth of developmental initiative, particularly on the sports side, that we propose to consider it in some detail. Such work might be seen as a useful guide to developmental initiatives in other areas. A number of crucial issues for those concerned with the administration and stimulation of region-wide programmes of sport and recreation, are particularly evident in the experience of the various local authorities in Central Region. For these reasons then Central makes an instructive study.

Our detailed concerns in relation to LR can be summarised as follows:-

(1) LR staff are concerned with enhancing the quality of people's lives, as are CE workers. Organisational patterns and professional terminologies and traditions differ between CE and LR. However practice in both CE and LR does overlap in the provision of recreational sport, though in CE this may be seen as part of wider forms of provision. In a few authorities LR staff are raising questions about their 'traditional role' i.e. the basic provision and management of facilities. We have found a relatively small but growing body of thinking in certain local authorities, which is taking a broader view of the questions of local government provision. This thinking is now more concerned with 'opportunities for progression' from low-level initial involvement in sport and recreation through intermediate club involvement to high-level participation at regional, national and even inter-national events. It is more concerned with broad structures in the community at large, linking perhaps 'statutory' and 'voluntary' work (although such terminology is not customary in LR), than with the older preoccupations, important as they were and continue to be, of ensuring the maintenance to a high standard for example of public parks or municipal baths. There has been a growing interest in the problems which particular social groups face, in so far as these problems affect their usage of recreational and sports facilities. The concept of 'hidden' or 'latent' demand is now slowly beginning to achieve recognition. Efforts are being made to encourage those groups whose participation in public sports and recreation facilities traditionally has been low or non-existent. In this way then the language of 'responsive provision' has begun to secure a toe-hold in some places, although in others LR officials would clearly prefer to 'get on with the job'.

What then are 'appropriate' organisational structures and programmes which can link the efforts of various agencies of sport and recreation in local neighbourhoods? How are programmes to be more 'responsive'? How can they begin to uncover latent demand and encourage more people of all kinds to participate, traditional non-participant groups as well as those who have made use of facilities in the past? What structures will purposively allow for involvement and growth?

(2) Perhaps even more clearly than in CE, we perceive across the variety of LR organisational forms a basic 'distinction' between 'mainstream' and 'special' provision. As in CE (YC, IFE and ABE) clear objectives and priorities need to be developed through the re-allocation of financial and human resources and by appropriate pre-service and in-service training.

'Mainstream' LR: includes the programmes, policy frameworks and facilities which have been the traditional concerns of professionals in this field. Facilities tend to be run on an 'open' and 'democratic' basis, theoretically at some point in the week making space for all groups who request it. Management within this model is not concerned with outreach in any but the most limited sense (e.g. perhaps a poster campaign). Latent demand is not a relevant concern. 'Being responsive' is frequently put up as a priority but is normally interpreted in a limited way. The main considerations, apart from maintaining and where possible improving facilities, are to see that they are fully used. Once a full programme has been established the main objective has been achieved. This may involve arbitration between different groups if there is a clash in booking arrangements, block bookings and relatively cheap lets to private instructors. Who is using facilities and for what purposes are relatively low-level considerations? Within mainstream provision there would be little point in elaborate evaluation of 'programmes' given the management assumptions we have mentioned. There is little linkage with other agencies.

'Special Provision': tends to be made at the margins of the 'mainstream'. 'Specialists' tend to operate in facilities run by 'mainstream' managers, or outside them altogether, in the community, and are therefore not in general much concerned with the responsibilities of facility management. Their main spheres of interest lie in the who, where, how and why, questions of participation in sport and recreation. Looking beyond the walls of existing local authority facilities they may well have to take a broad view of the 'structures of opportunity' available in local communities and therefore frequently begin quite rapidly to develop lateral links with other 'agencies', including for example 'voluntary' sports clubs, YC professionals in community centres and also school staff. Because of their concern with the nature, quality and extent of participation in sports and recreation programmes a few specialists in the

LR field are beginning to look more closely at traditional non-participant groups. It is at this point of course that the concerns of LR staff come closest to those of many YC/CE workers. However entry into this field is particularly problematic for LR professionals because of tensions exerted by mainstream concepts; providing programmes as far as possible on a democratic basis, and avoiding discrimination against participants, because this would be seen as undemocratic.

Both approaches have a role to play. What we are arguing is the need for a closer relationship between these approaches, between staff in the mainstream of LR provision and those in speciali~~st~~ work. In achieving this both approaches may be modified and advanced. What will continue to present crucial problems for administrators and professionals involved in regional sports/recreation development will be how the tensions between the concerns of mainstream and special provision are resolved.

(3) There is at present little in the way of purposeful collaboration and linkage between district LR staff and regional YC Services, ABE, IFE or other agencies beyond the sports/recreation sphere narrowly defined. Such lateral links might assist in creating innovative outreach approaches to participation particularly with those sections of the public which are seen as traditional non-participants. Linkage with other professionals in the field is of particular importance in LR in view of the low ratio of full-time professionals to technical and manual staff.

(4) Given the 'concurrent' nature of LR provision established by the Local Government (Scotland) Act of 1973, and difficulties encountered in subsequent efforts to resolve the problems inherent in concurrent provision (cf. Stodart and subsequent White Papers), the relationships and respective responsibilities of regions and districts regarding LR are a continuing issue of concern. One of the three regions in this study, in the wake of the Stodart recommendations decided to dissolve its Tourism and Recreation Department, (the only region which had such a department). In the other two areas we have studied, under enabling educational legislation, the regional councils have been running well-established recreational and educational programmes and, in the case of Fife, substantial facilities over a number of years.

The Local Government and Planning (Scotland) Act 1982, has incorporated a variety of amending legislation which concerned amongst other matters the transfer of powers between Regions and Districts particularly in relation to the functions of education and LR provision. We note that the responsibility for ensuring adequate "recreational, sporting, cultural and social facilities" in each area lies firmly with District (and Island) Councils. The emphasis is on "facilities". The general implications of these statements alongside the amendments to the 1980 Education (Scotland) Act, noted below in the recommendations in YC/CE, could be interpreted to locate and differentiate more clearly educational provision at a regional level and LR provision at a district level.

SECTION III B(ii)

Conclusions on Regional and District Provision in LR

The Pattern and Nature of LR Provision in Central Region

As chapter 11 indicates, Central Region has maintained a capability for strategic recreation planning in its Planning Department. The Region does make an element of recreational provision, but this is an integral part of the overall educational provision made by the YC Service. Over the last few years an increasingly successful programme of sports development has been established within the educational administration, using school facilities, but managed and run by a corps of mainly part-time staff (coordinators and instructors). In many respects this can be viewed as a 'mainstream' programme. It aims for 'open' access to a broad organisational base, stretching as far as possible into all parts of the region, and links school-based courses in 5 target sports with sports opportunities available in the community at large. A developmental structure of involvement is now emerging with elaborate arrangements for leagues, clubs, instructor training and supervision, administration, and mechanisms of formal coordination with for example local sports councils and district LR departments. The regional sports development scheme in a sense aims to pre-empt the problems of non-participation by providing opportunities for all children to enter this scheme at school. Some considerable pride is taken in the fact that there is a roughly equal balance of female and male participation, and steps are being taken to correct the uneven balance between the sexes at instructor level.

In some senses then apart from its 'mainstream' commitments, the regional SDS also reflects the concern of our 'specialist' approach delineated above. Where it differs however from the specialist approach is in its refusal to discriminate systematically amongst different sections of the public. Little thought has been given to the special needs for example of the unemployed, or young workers, or people in 'disadvantaged' areas.

At a district level the pattern of provision is more complicated. Stirling District Council has probably the most clearly outlined sports development programme and has set aside substantial funds for the employment of a sports officer and part-time coordinators and coaches. Falkirk District Council has also made provision for sports development. There is a local sports council as in the districts of Stirling and Clackmannan. However there is also a small number of staff within the structure of the LR department, responsible for face-to-face work with members of the public. The important difference between arrangements in Stirling and Falkirk lies then in the relationship between those staff responsible for sports development and those in mainstream LR facilities. In Stirling the sports development structures have a measure of independence, and are 'managed' to a great extent by a sports council with executive and financial responsibilities (e.g. in the administration of substantial amounts of grant aid). In Falkirk the sports council is not as active, as in Stirling, nor does it have the same responsibilities. A more limited programme of sports development is contained within existing LR structures.

Clackmannan District is much smaller than its two neighbours and sports development is only now beginning to get under way.

The initiatives undertaken in Stirling District are particularly instructive and our Report has devoted considerable space to its organisation and their programmes for sports development.

On the one hand the LR department in Stirling despite on-going debate about structures, continues to maintain a broadly 'mainstream' approach to its work. There are for example four junior members of staff with responsibilities for work with participants in two LR owned community centres in the City. However such activities appeared to be considered by senior staff in the department as additional (in 2 cases) to the workers main role of 'facility management'. Evidence from the field suggests the need for more articulate guidance and support in relation to which programmes or activities they should be developing, how or with whom.

On the other hand, the local sports council, the sports officer and a small corps of part-time coordinators and coaches is developing a rapidly widening programme of events, campaigns and courses. Much of this work is being done with similar aims and assumptions to those discussed in relation to the regional SDS above and might be characterised as a new mainstream form of provision. Typical of this approach is the table-tennis development scheme. There has also recently been an interesting attempt at special provision for women in conjunction with the Scottish Sports Council's 'Women in Sport' Campaign. A substantial amount of 'latent demand' has been uncovered and a variety of women's sports groups have been set up. Their future is however rather uncertain as the local sports council was to withdraw its support at the end of this year's campaign (1982).

Finally, a Regional Coordinating Committee for Sport was being established in 1982 and debate was continuing about its role and future functions.

The Pattern and Nature of Provision in Fife and Tayside

Tayside now makes very little regional provision for recreation. There appears to be one remaining officer attached to the Planning Department with responsibility for 'overseeing' recreation strategy in the region as a whole. Existing limited arrangements may continue to ensure a measure of communication between the region and districts in their administration of grant aid. Within the CE Service, the Outdoor Education Team is an obvious 'point of contact' between the region and districts in Tayside. However as far as we know there has not been any direct contact so far between the regional OE unit and the district LR departments.

Fife, on the other hand has the largest range of regional recreation facilities of the three areas in the study. Regional recreation planning is, in formal terms, on a par with the administration of community education since a Senior Assistant (Recreation) together with the Principal Assistant (Continuing Education) and the Director form the senior management team of the Community Education and Recreation Services. As chapter 4 of our Report indicates the principal original recreation facilities include 2 park areas, 3 'regional centres', and 6 'Community Education and Recreation Centres' based in high schools.

There are joint meetings where management staff of these facilities come together to sort out administrative problems and plan future policy. However in many respects these facilities appear to operate in independent units within the overall administrative structures, offering a 'mainstream' form of provision which is unevenly distributed across the region. There is a limited amount of provision which might be termed 'outreach' and could usefully be developed. There is often little day-to-day contact between staff in different centres, although there is evidently some cooperation between staff of the Fife Institute (FIPRE) and the Lochgelly Centre over sports provision. Attempts are currently being made to develop a regional sports strategy which, we understand, is to involve district LR staff in consultation, planning and ultimately at the stage of implementation.

From the point of view of some but not all senior district staff, however, the nature and scale of regional provision is such that the role of the district LR department is and should remain the traditional 'mainstream' one of maintaining, improving and letting facilities on a democratic basis. The districts are currently employing (or have in the past) 'Leisure Leaders', through funds provided by the Manpower Services Commission, to develop programmes of activities with the public on certain district premises. These have tended to be seasonal and though sometimes quite elaborate programmes have emerged they appear to have been variable in quality.

SECTION IV A

General Implications and Recommendations for the Future Development of CE

If a more balanced developmental programme of community education is to be created constructive discussion could take place around the following:

(a) Given our conclusions on the need for a more responsive and developmental structure to emerge in both Services, it is suggested that more specialist teams with clearly defined tasks, objectives and priorities be created with specialist workers developing functional cooperation with other teams as necessary and appropriate. These teams would have an important contribution to make to the quality of youth work, recreational sport and IFE for example. Teamwork with other workers outside each unit in this context implies cooperation between specialists, who have a clear overall view of relationships between different areas of work, towards linked objectives. Integrated teams made up of workers with different specialisms or teams made up of generic workers with little effective specialism based on an assumption that all workers can tackle a wide range of recreational and educational tasks do not appear succeed in creating effective contact for particular purposes. What appears to b required is the development of clear policy priorities followed up by support and allocation of resources and the appointment and training of specialist staff capable of conceptual and practical understanding of the relationships and links between different areas of work.

(b) The evidence then points to the need to educate, train and appoint workers with specialist skills rather than generic community education workers and leisure and recreation mangers who both tend to have less direct face-to-face contact with members of the public. This vital and fundamental task is frequently left to part-time workers, private instructors or volunteers, while full-time professionals spend very high proportions of their time managing facilities and resources. This emphasis on facility and resource management does not effectively create responsive and developmental programmes.

As noted in (e) below part-time voluntary workers clearly do have a significant and valuable role to play. However in our view the role of the full-time professional in creating innovatory work and developmental structures is crucial.

(c) There is a need to prioritise educational and youth and community work objectives more clearly and to allocate resources and in-service and pre-service education and training on that basis. Workers cannot be expected to take on everything and specialisms need to be developed if the capacity to work effectively with particular groups, issues and interests is to be created. This applies to youth work and to outreach work in responsive community based adult education and/or IFE. More full-time specialist staff are required for these areas of work and these might be obtained (i) through releasing Y&C and Community Education Workers from centre based administrative work and providing them with appropriate specialist training,

(ii) through the nature of future appointments which need to be based on a variety of qualifications. Appointments should be made more open and the notion of basing the profession of community education, with its requirements for varying specialisms and expertise, predominantly on one major qualification needs to be changed,

(iii) through the development of specialisms in pre-service and in-service training.

(d) Priorities emerging from our study are for the creation of appropriate systematic learning for (i) Youth work, particularly 'outreach' and work with the so-called 'unattached'.

(ii) The Unemployed (Particularly the Mature male and Female unemployed, and young Female unemployed).

(iii) Women.

(iv) Persons with low levels of formal education and functional literacy and numeracy.

(v) The Retired, particularly Women.

These programmes of work all require the development of social awareness and a cognitive understanding of the causation of difficulties and problems experienced.

(e) Effective educational work and activity in the areas indicated in (d) require face-to-face work by full-time community education, youth and community, IFE and ABE workers. In some instances this might mean serious consideration being given to the possibility of changing the balance of part-time paid workers to full-time professional workers in order to pay for the employment of full-time professionals. Serious consideration might also be given to the nature of part-time work and the variety of skills both required and available. Education and related activities for the young unemployed, women and the elderly for example frequently cannot be effectively carried out by enthusiastic but not sufficiently skilled part-timers and volunteers. Such programmes require highly motivated and skilled full-time educational workers if the excellence and high quality which participants deserve are to be created. This is in no way to suggest that part-time workers and volunteers do not have a major and qualitatively significant role to play, but to emphasise the importance that full-time workers have in the creation of innovative, responsive and high quality programmes and in the training of part-timers and volunteers. It is also recognised that there are policy difficulties in employing more full-time staff even if overall costs are not increased but the issue must be raised if the question of the quality of work done is to be addressed.

(f) If responsive developmental and linked programmes of cultural, recreational, educational and issue-based activity which derive from local and national concerns are to be created workers must have the skills and the time to develop with individuals and groups an analysis of needs, issues and latent and expressed demand in the area in which they work.

(g) All of the above imply that community education, IFE and Youth and Community Workers have education and training needs which are not at present being adequately met.

The evidence points to the following requirements:-

(i) Skills and knowledge related to particular subject areas, which can be applied to the creation of appropriate curricula based on needs, issues and problems. For example it is perfectly possible in youth work to base systematic learning leading to social awareness, scientific, musical and technical skills on an analysis of popular misic. However, the fundamental task of ensuring that adequate physical provision of a social focus for young people remains, together with the challenge of creating appropriate curricula of learning and activity for young people that will truly assist them in their personal, social and educational development. That curriculum should clearly be related to the concerns, interests, purposes and problems that actually confront young people in their everyday lives. Related to this is the need for professionals to develop an appropriate range of informal and more formal educational methods. Unemployed groups, young and old, can develop work of genuine intellectual and social value through structured study of the causes and effects of unemployment. 'Social education' for such groups as presently conducted is less than adequate. Health education and women's education are other examples of work which require systematic learning leading to both social awareness and potentially to material improvements.

(ii) Skills in teaching and tutoring. A wide range of participatory and structured teaching and learning methods should be a major part of the workers' equipment. The essential art is the development of the capacity to flexibly move from one method to another as the situation changes. This requires confidence and practical experience.

(iii) Skills in social and economic analysis.

(iv) The necessary conceptual and theoretical background for the understanding of links between the various areas of work. The lack of this background has serious practical effects in that it creates continual confusion amongst workers as to their functions and priorities. The conceptual confusion and the proliferation of tasks often leads to a decline in morale; a retreat into administration and day to day management; a submersion in routine tasks; and a significant movement away from face-to-face contact with members of the public. If the worker understands more clearly his functions and purposes he has the conceptual tools and the knowledge to avoid these tendencies. If workers grasp the often problematic nature of relationships between various objectives and functions in community education and LR they are clearly better equipped to deal with them and are better protected against loss of morale. In addition to this understanding, the development of specialist skills and work will enable the worker to enjoy a sense of satisfaction derived from involvement in high quality tasks directly with members of the public.

(v) Training, both in-service and pre-service, for the effective management of the development of innovatory and responsive educational programmes, and for decision making in the crucial area of prioritisation of objectives, programmes, groups and future development.

(vi) Education and training in the area of evaluation, both formative and summative. This implies the necessity of developing a range of skills and procedures with which to test out the extent to which overall programmes reflect existing and latent demand, and inform future policy and programme development. Clearly professional staff have a significant role to play in the active development of research, in the normal process of programme and policy development and planning.

Youth and Community Work and Community Education

(1) In considering and drawing up the implications, as we see, them, of earlier chapters of this Report regarding the Youth and Community Service, we have borne in mind particularly:

(a) the predominance of YC workers within Community Education structures where these have been established;

(b) the recommendations of the recent Review of the Youth Service in England, subtitled "Experience and Participation", and known as the "Thompson Report" (HMSO, 1982).

(2) We recognise the differences between the Youth Service in England and YC/CE Services in the Scottish Regions. Nevertheless, we feel that much of the Thompson Report's critical appraisal of the Youth Service in England is applicable to the YC/CE element of the Services in Scotland. We agree that the causes of the "failure to achieve full promise go deeper than just the resourcing of the Youth Service" (Thompson, 1982; 35 para. 5.8). However we find that the Report's recommendations deal inadequately with the issues which appear to be crucial in England as well as Scotland.

(3) We do not believe that setting up national advisory bodies, legislation, statutory machinery, setting objectives at national level and similar proposals indicate the way forward in the prevailing social, economic and political atmosphere. Rather, amongst the highest priorities are the following: To what should staff in the field address themselves day-by-day? How should they be organised, trained, supported, guided? What in-service arrangements are appropriate? Simple and obvious as such questions are, much evidence suggests that in many areas adequate solutions remain to be found.

To restate this another way and from a theoretical point of view: the answers, we feel, do not solely lie in better policy-making at the top. It is doubtful whether YC/CE services can, or should attempt to be efficient goal oriented organisations on a conventional model. Important decisions have to be made by staff in the field from day-to-day, and it is they who require new approaches, clearer purposes, innovative methods of working, and better analysis. They too must be the ones to see this need for them and to push for change.

(4) The research demonstrates a wide consensus on the clear need for specialisation; for a redeployment and retraining of a number of generalist workers and an increase in the number of specialists, for example in 'outreach',detached and centre-based youth work, as well as in community-based adult education; not one specialisation but several. As we have seen the present CE Service is numerically strong in YC trained workers. More specialist educators are required both for direct work with the public and for in-service training if developmental structures and programmes are to be created.

(5) Evidence and the views of professionals demonstrate that priorities have to be set. To take one area about which there is a consensus on the need for improved approaches and techniques - youth work; the priorities here would certainly include the following:

- work with girls
- with over-16 age groups, especially unemployed adolescents, and school leavers with few or low qualifications
- detached youth work with male and female groups
- ethnic minorities
- disabled groups
- rectifying the "gender imbalance". There is a high proportion of males amongst field workers and officers.

However several points need to be made in relation to the question of priorities. First, these will have to be set on a local basis, according to the situations apparent in different areas. Staff will therefore require the necessary analytical skills, a grasp of simple survey procedures and an ability to make use of information from a variety of sources including census material, the General Household Survey, and daily contact with people on an interpersonal level. A clearer and more systematic approach to the task of "community assessment", we might add, would assist workers towards a more professional understanding of their role and enhanced image. Secondly, care will have to be taken in setting up such priorities to avoid the dangers of "ghettoizing" sections of the population i.e. defining the needs and requirements of certain groups as 'special' and separating them entirely from mainstream work.

(6) A central task is to clarify the meaning and application of 'social education'. It appears to be gaining meanings and applications in contexts other than that of youth work: in the schools and under the

auspices of the Manpower Services Commission. From the time of Albemarle and earlier social education has been seen as a central orientation of youth/YC work. Its meaning necessarily changes over time. That its meaning needs redefining in 1983 is not as remarkable as one author suggests (cf. Leigh, 1983). What is surprising is that from earliest times its meaning has remained ill-defined. So what should 'social education' mean now and in the next few years? What role should political and/or religious education play? How is social education different/broader in concept than many short programmes of "life and social skills" which do not provide for continuing growth and development? (We note the Thompson Report agrees that the Youth Service should be more active in the MSC's new Youth Training Scheme). What is the relationship between 'process' and content or 'product'? We would suggest the one has little meaning without the other. How should social education complement, supplement, substitute the work that school teachers pursue with adolescents? What role should counselling play in social education? What particular skills are required for the role of counsellor?

The Local Government and Planning (Scotland) Bill, published in November, 1981, incorporates several significant amendments to previous legislation, notably the 1980 Education (Scotland) Act, under which Education Authorities provide "social, cultural and recreative activities and physical education and training" within the terms of their responsibilities for further education, is amended significantly to "promote the educational development of persons over school age". References to "organised voluntary leisure time occupation" are to cease to have effect. These legislative amendments relate more generally to the transfer of certain powers between Regions and Districts. In particular they concern the functions of education and LR provision, and clearly support the move towards serious examination and clarification of educational and developmental services (including YC/CE) at regional levels of local government.

(7) There are important methods and approaches implied by the term 'social education'. These are not the neat 'formulae' which are to be found in official reports from Albemarle to Thompson - the latter's 5 A's (Association, Activities, Advice, Action, Access) replacing the former's 3 principles of Association, Training and Challenge. Rather we should look to notions of experiential work, non-authoritarian relations between workers and adolescents and participation in decision-making, amongst others.

However these are 'rules of thumb' which constantly need clarification, and should be recognised as problematic. For example 'non-authoritarian' is not necessarily to be equated with non-directive work. Directive behaviour is appropriate in certain learning situations and can be respected by learners as long as its purposes are clear, it is related to valid learning objectives and its application is limited to those purposes and objectives. Experiential work is not appropriate in all learning contexts.

(8) Closely linked with the need to clarify tasks, priorities, functions and methodologies is the question of appropriate bases for CE/YC workers. The tension between administrative responsibilities and face-to-face work with members of the public we believe requires a firm commitment to depart from established practices. Such tensions appear to be now too entrenched to allow simple incremental adjustments in the hope that staff will develop outreach work. Management might further address the question of how administrative, clerical and custodial tasks in centres might be devolved releasing professional staff for outreach, detached and face-to-face work in youth and adult education. Workers so released would require in-service education together with other ABE, IFE, LR workers to build on basic interpersonal and communication skills acquired through pre-service training, and to develop knowledge and educational skills to enable them to provide developmental programmes in youth work and adult education.

(9) In-service training might be provided by experienced adult basic and adult education tutors, Regional training associations and specialist staff in the Colleges and Universities. The experience and expertise developed in Adult Basic Education in Central, Tayside and SABEU is particularly valuable and could be utilized in in-service and pre-service training.

(10) With increased specialisation in the various branches and sub-units of the community education services we envisage the possibility of creating Specialist Regional Youth Teams to provide direct support and training for detached and centre-based youth workers.

(11) Increased specialisation could be accompanied by systematic cooperation and genuine alliances with ABE, IFE, FE as well as the various agencies in the voluntary sector, with some of which there is already close collaboration in certain areas. We envisage the potential for the development of functional networks of alliances at local level, amongst

ABE staff, youth workers, mobile arts workers, staff of voluntary organisations, sports organisers, IFE and LR staff providing opportunities for growth and effective access to a wide variety of activities and involvements. However staff in different organisations need to be clear about their own policy objectives and those of other staff within such functional networks.

(12) The need will be apparent for clearer and more comprehensive records for example concerning the usage of facilities and the nature, situation and development of community groups. Such matters are important considerations and should be evident to staff themselves as the quality of work improves and the need for better analysis and evaluation is increasingly recognised. Working parties of staff operating in the same or similar localities might begin to develop appropriate data bases.

SECTION IV B

General Implications and Recommendations for Future Policy and Development in LR

If LR in the Scottish regions is concerned with enhancing the quality of people's lives 'developmental' considerations are as appropriate as they are in the case of community education. 'Mainstream' responsibilities for the efficient administration of existing facilities, it is barely necessary to say, will remain important policy concerns nevertheless. Organisational patterns and approaches to the work of staff at a local level may well differ in many respects from the approaches taken by CE staff. However, as in CE, priorities will have to be established and a number of practical implications emerge from a consideration of the relationship between what we have termed 'mainstream' and 'special' forms of provision. The following points are offered as a possible basis for constructive discussion:-

Outlines of a 'Developmental Framework'

(1) Discussion of priorities in LR policy appears temporarily to have been submerged by the 'problem of concurrent functions', on which the recent Stodart Report made several recommendations, some of which have since been included in The Local Government and Planning (Scotland) Act of 1982. Admittedly concurrent recreation provision by Scotland's regions and districts is a stronger issue in some areas than in others, for a variety of reasons. Concurrent provision tends to be a 'problem', however, in areas where apart from the customary provision by districts, the Regional Council administers substantial facilities.

Discussion of the problems of concurrent provision does not however appear to be achieving any useful resolution of policy issues. The main reason is that too frequently the problem of concurrent provision is interpreted rather narrowly, in terms of who controls what facilities. It is seen as a problem of facilities rather than of who uses the facilities, when and for what purposes. Such 'usage' issues are generally seen as non-political problems to be resolved by facility managers, rather than ones which raise fundamental considerations about the allocation of, and access to, public resources. (When all is said and done in relation to the 'problem of concurrence' the distribution between the tiers of local government of responsibility for managing facilities, is unlikely to be uniform).

(2) Given the nature of and imbalances in existing participation, which have been discussed already, there is room for varying kinds and forms of provision, including active stimulation of involvement by particular groups, of which Stirling District's 'Women in Sport' Scheme is an excellent example. Specialised work with such groups is needed because participation overall is likely to remain 'unevenly distributed' unless attempts are made to meet requirements for special arrangements on a more responsive basis.

(3) Amongst those with needs for varying kinds of special provision, priorities would include:-

- women, particularly young married women with small children
- retired men and women
- unemployed persons, particularly mature persons and young and mature women
- outlying rural communities.

Apart from 'special provision', with the needs of particular groups in mind, there is room for a much more active programme of mainstream development than is currently to be found in many local authorities. Central Region's Sports Development Scheme, run within the Education administration, provides many useful indications of the ways such 'active mainstream' provision can be established and managed.

(4) As we have argued in relation to community education, it will be important not to 'marginalise' special provision so that it exists as an oddity on the edges of the main bulk of the administrative framework, allowing little interaction and interchange with the mainstream.

Opportunities should be available for 'special group' participants to enter the mainstream (and for movement in a reverse direction).

Deliberate promotion and publicity should be carried out to ensure that participants in the mainstream and in special groups are aware of oportunities to 'crossover'.

(5) Apart from opportunities for involvement in mainstream and special groups a 'developmental structure' of the kind we envisage will contain opportunities for progression between different levels of for example participation, skill and contact with an instructor. It is helpful to conceive of a structure based on at least three levels of involvement ranging from activities of a physical, recreational and entertaining kind through those with a more specifically sporting orientation, to those with an emphasis on the cultural/arts side and those which would generally be regarded as the province of community education and of institutions of formal education. In all these areas there will, we envisage, be a variety of opportunities for entry to the 'structure' at a basic level.

(6) At an intermediate and higher level, there should be access to more sustained periods of instruction with appropriately qualified coaches, on a group and individual basis. At such levels more use may need to be made of public facilities and priorities for usage will have to be negotiated. Specialised provision to higher standards will be an important consideration at these levels, by comparison with the more recreationally oriented, more generalised and perhaps more 'casual' provision at the point of entry to the structure.

(7) Such a 'developmental structure' will require 'articulation' in at least two important directions:-

  (a) horizontally - in the pursuit of collaboration with other professionals, for example in formal education, community education, adult basic education, and informal further education. Opportunities for 'cross-over' will be as important in this context as we have stressed in the arrangements for mainstream and special LR provision.

  (b) vertically - up and down the structures staffed by LR professionals and sports organisers.

(8) It is perhaps easiest to exemplify what we mean in 7(b) if we focus on a segment of the whole broad area which may legitimately be seen as within the sphere of LR: that of physical recreation ⟶ sport.

As participants in increasing numbers enter the structure at the basic levels there will be growing pressure on resources at intermediate and higher levels. There is then likely to be an increasing need for:-

(a) more clubs organised on a voluntary basis in existing sports and recreational activities, as well as any new ones which emerge from the 'grass-roots';

(b) more league structures and more elaborate ones as clubs proliferate;

(c) greater access to facilities;

(d) more instructors with varying kinds and degrees of competence. More instructor training which might be carried out by national coaches and existing LR/sports staff as in Central, but also in joint in-service sessions with CE, ABE and Arts workers - particularly for LR professionals involved at the core of the structure in more generalised, introductory level animation work;

(e) such a programme of growth may not necessarily require the substantial input of resources which might at first seem inevitable. Judicious funding of part-time coordinators and coaches coupled with a largely self-financing programme and a measure of voluntarism has been shown in Central to be effective in securing a range of development disproportionate to the input of resources. We are not arguing a 'something for nothing' approach here since special provision of the kinds we have recommended will undoubtedly require a commitment of additional resources. What we are saying is that if Central Region's experience is a valid indicator the structuring of mainstream opportunities effectively may be started with comparatively few resources;

(f) adequate mechanisms for ensuring coordination of the efforts of different agencies operating at regional and district levels. A Regional Coordinating Committee for Sport and Recreation might, as with Central's Committee for Sport, include representatives of various 'interested agencies' e.g. Education, District, Lr, District Sports Councils, and so on. Its role might appropriately include research and policy recommendations;

(g) the distinction between mainstream and special provision enables us to clarify different emphases within the field of LR, which indicate differing priorities and to some extent contrasting modes of organisation and provision. The contrasts are in no way absolute and should be seen rather in terms of different points along a single spectrum of provision. Districts will continue to manage a basic range of what we have termed 'mainstream' provision, which frequently is however a somewhat passive enterprise (in relation to the question of interaction between staff and participants). It would appear however that regional authorities are in a more strategic position to organise and administer the kinds of more active region-wide mainstream provision of sports development, as established in Central for example. The difficulties of gaining access to Education facilities will be greater in certain areas than in others. However there is already substantial public support in favour of increased community use of educational premises. District authorities might then concentrate on varying kinds of provision for special groups, identified with the assistance of community and adult basic education workers.

SECTION V A

Particular Implications and Recommendations for the future Development of ABE, IFE and the Arts in the Regions Studied

Adult Basic Education

SABEU

If it is agreed that more specialist functions need to be developed in mainstream YC and CE work and that these include educational ones, the potential contribution of the national unit SABEU may be seen as an important one. The present unit now has three years experience in providing training for ABE and in the production of appropriate learning and study materials for a wide variety of educational purposes. The unit could make a significant in-put to the in-service training of YC and CE workers for educational work with young people, the unemployed, the elderly, women, ethnic minorities and the educationally 'disadvantaged'. But the financial and human resources are extremely slim for the tasks the Unit has to carry out. There are only 5 full-time professionals and the Assistant Director's post has been left vacant, temporarily it is hoped, due to government cuts in expenditure in July 1983.

SABEU could assist in improving the effectiveness and efficiency of educational work carried out by YC and CE personnel but the Unit does require more human resources and a secure future. The Unit's management was transferred from the SIAE to SCEC in April 1983 and funds for the work of the Unit are assigned to SCEC and earmarked for SABEU. SABEU then has a degree of autonomy in SCEC and functional cooperation between ABE and the mainstream work of SCEC in developing. The implication at national level is that ABE is perceived increasingly as a normal function of community education as it is at regional level in Tayside. But at present SABEU funding continues only until 1986 and staff are on fixed term contracts. Both SCEC and SABEU are funded by SED. SED is concerned to provide and develop higher quality educational work in CE and YC and if the contribution SABEU could make to this improvement is more fully recognised it is important to secure the Unit's future in SCEC and to encourage the cooperative and functional ties being developed between ABE and CE and YC.

An important further consideration is the need to develop greater cooperation between ABE workers and Libraries which could develop appropriate learning and study resources.

(i) In Fife where there is only a part-time service the major priority, in our view, is the appointment of full-time workers. The service might develop more systematic links with IFE and YC as well as with FE. Both IFE and FE workers could become involved in referral, counselling, support and direct tutoring. Full-time workers are needed to create and develop innovative programmes which are responsive.

(ii) Fife might consider placing ABE, with full-time workers, organisationally in IFE as part of the Continuing Education Section of the CERS. The IFE programme, if it is to develop from its presently largely conventional nature requires full-time community based adult educators, to develop more responsive approaches and uncover latent demand. If ABE and IFE were to form such a specialist unit a more developmental and joint programme of ABE and IFE could be created although clearly cooperative links should be maintained with FE. IFE already has strong contacts with University and the WEA. The space to create full-time adult education appointments might more readily be found in the structure of the CERS especially if recommendations on the appointment and development of specialist workers is taken up.

ABE in Tayside operating as a regional specialist wing of the CDS has created a small developmental structure but requires more than the 20 part-time tutors it has at present if it is to provide an adequate programme throughout Tayside. The core regionally funded provision might be developed through full-time community based adult educators who have an area remit and training functions. These workers could create a more responsive and issue based provision and develop a functional network of allies including community educators, part-timers and volunteers. The present organisational structure would allow for support to be provided by the regional ABE unit and would allow the necessary degree of autonomy. This type of model could be relevant to the development of specialist youth work units suggested above.

The ABE wing needs to maintain and develop its linkage with FE, Health Education and other appropriate agencies as well as developing its linkage with local communities and the suggested structure encourages this. In these ways access to a range of educational opportunities and movement outwards and upwards could be created. This would imply the release of staff or new appointments for ABE work. Present ABE staff might contribute to specialist in-service training among generic community education staff allocated to ABE work.

(i) In Central ABE one major priority might be for a budget for part-time tutors. At present all part-time tutors are volunteers. Further priorities might include the question of the sense of impermanence experienced by full-time workers, and possible moves towards a long-term regional commitment to the work of the AE unit.

(ii) As the work of specialist community based adult educators has to a considerable degree been effective, responsive, created a developmental structure and involved a high proportion of traditional non-participants, ways might be found of extending the project to further communities. This would involve the appointment of additional full-time staff and/or of providing in-service training for selected Youth and Community Workers.

(iii) The informal network style of the management of the AE Unit providing for autonomy, support, and responsiveness at the point of delivery should be maintained.

(iv) Linkages might well be developed where there are clearly overlapping objectives with Y&C workers and the IFE programme. Links with the FE Colleges, the WEA and the University need to be sustained and developed. Consideration might be given to the possibility that the FE Colleges could release more teaching resources for Adult Education purposes.

(v) The present staff might contribute to specialist in-service training in adult education.

Informal Further Education

In IFE Fife with its three full-time workers has maintained a major subsidised commitment. Nevertheless much of the ABE work done in Central might be considered elsewhere as responsive IFE. If the programme in Fife is to become more responsive then organisational model 2 on page 16 might be appropriate. There is already an experienced small unit of full-timers in an informally managed structure. If more effective outreach and issue based educational work with a developmental structure is to be created, community based full-time adult educators might be found either through new appointments and/or through in-service training of selected YC staff who already work in the administrative structure of Continuing Education. Consideration might also be given to the possibility of creating full-time posts using funds which at present go to part-time principals in the present IFE system. If the recommendations for IFE and ABE in Fife are combined more effective access to a developmental educational structure could be created. Links with FE, WEA and the Universities shoud be maintained and developed.

While the programme in Fife is largely 'for leisure' and conventional, it does hold possibilities for development largely due to the presence of full-time staff. The programme should continue to cater for significant numbers of disadvantaged, handicapped and unemployed people. It might also develop the existing more cognitive strand of work and create more issue based work.

ABE and innovative IFE may be seen as a continuum and it is doubtful whether one can be developed effectively without the other. In Central consideration might be given to developing links between existing IFE provision within the FE sector, existing IFE provision with the Y&C sector and the existing community based Adult Education team. In Tayside the Adult Basic Education unit might further develop their links with the Community Centre based staff and the Inner City Team for the purposes of more responsive centre based class and programme planning and the development of issue based work. CE workers might also address the problem of the creation of effective Adult Education Associations in the Inner City areas.

Regional and Local Arts Development

Given the difficulties surrounding the issues involved in concurrent provision for the Arts at District and Regional levels, overall arts policy has been slow to emerge in Central and Tayside. However in Fife there is a regional arts policy unit. Mainly, though not entirely, due to resource constraints there has been little attempt to structure or 'formalise' this widening range of arts opportunities now becoming available in all parts of the region.

In Fife (1) an effective 'local arts' strategy would imply a regional commitment to the appointment of locally-based arts workers, either full-time or on a part-time basis as has been done up till now by means of funds from the Manpower Services Commission.

(2) Terms of Service and spheres of responsibility would have to be given serious and detailed consideration in relation to such local staff. Experience has shown that whilst they are best organised in Teams, they would require to use premises owned by education and the YC Service. Cooperation with YC professionals would be essential. However local arts workers would need a degree of autonomy and mobility in working collaboratively with groups and individuals (identified by YC workers for example). They might begin to develop systematically the broad basis of 'first stage' introductory arts work in a developmental structure of opportunities in selected communities (initially) throughout the region.

(3) Training of local arts workers has been done in the past by staff of the regional unit for policy for the arts. The recommendations above would put pressure on already stretched manpower resources in relation to in-service training needs. It might be necessary therefore to consider an expansion of the full-time staff of the regional policy unit for training purposes. However a small pool of expertise in local arts development appears to be in the process of emerging for example in the performing arts at the Lochgelly Centre. There might also be skills and knowledge available in FE and at St. Andrew's University which could be valuably employed in in-service training.

(4) In-service provision should not be restricted however to staff within the policy for the arts division of the CERS. There have been various occasions in the past when members of the regional unit have collaborated closely with YC workers for example in the organisation of local arts festivals, and cooperative contact of this sort might be immeasurably strengthened in a programme of in-service training, which could be run by the unit for professionals in other divisions of the CERS, and perhaps even further afield in the education service as a whole.

(5) The Region is well resourced in its possession of two major facilities at Lochgelly (Lochgelly Centre) and Glenrothes (Lomond Centre). Well spread out in a not very large region those two centres have the potential to become 'leading agents' in a regional arts strategy, although at present contact between centre staff and members of the regional arts unit is relatively limited. Such centres might act as major bases for mobile arts teams working in community based projects. The centres might be valuable training bases. They might also be more active foci of local arts initiatives in their respective halves of the region. Further consideration should also be given to the use of facilities available in the half dozen Community Use of Schools projects located mainly in Fife's central zone. In-service training might provide useful opportunities for arts and recreation staff to discover more about their prospective orientations and possible avenues where more collaboration could begin.

(6) Implicitly we have already begun to move towards the regional as opposed to the local level of consideration. If YC workers and mobile arts teams among others are employed at the base of a developmental structure of YC arts opportunities, there remains the how, what and where questions about intermediate and higher levels of such a structure. IFE closely linked with ANE pursuing the 'new' functions and practices recommended elsewhere

in this and other Reports, might provide part of the intermediate level. Community Use of Schools projects would have a role to play here too. But the multitude of small voluntary interest groups in all parts of the region should not be forgotten. Liaison between such groups across the region will always be difficult but the opportunities for involvement in arts activities to a higher standard offered by such groups might be the key to an expanding cost-effective intermediate level of provision. Crucial balances will also have to be struck between supporting, encouraging and linking (however loosely) the activities of such groups and, on the other hand, imposing the institutional constraints on creative development.

(7) In conjunction with such work, closer links might also be made with FE, the WEA and the University, providing routes for those aspiring to, and requiring training for, higher levels of artistic involvement.

In Tayside a start has been made on the development of a more outgoing programme of arts development. There is much to be said for continuing the strategy which we have called the "community work approach" to arts, begun by the warden of the Dudhope Centre in 1982. Confidence needs to be established in the role of this arts centre as an agent of community education and collaborative links might be developed and strengthened with other professionals in the CE service and beyond. It seems sensible to concentrate during the initial period on an area no larger than Dundee for these purposes. Sufficient emphasis should be given to developing a capability for outreach, by sending staff into local communities to run short programmes in neighbourhood centres. In-service training run by staff of the Dudhope Arts Centre could begin to provide CE workers with an orientation towards development of local arts provision which might be capitalized upon during a medium-term period of growth beyond the boundaries of the City.

Lack of resources and the present largely self-financing basis of the Arts Centre's operations are major obstacles in the development of a coherent strategy for the City. To conceive of provision for the region as a whole from such an insecure foothold is, in our view, optimistic. If the regional council wishes to secure an effective arts programme there are clear implications in terms of the commitment of resources.

Particular Implications and Recommendations for the Development of LR in Regions and Districts Studied

(1) In Central Region the main priority might be a clarification and development of the roles of the district LR departments in relation on the one hand to the district sports council and on the other hand to the regional schemes of sports development. Stirling district's 'Women in Sport' scheme should receive enough funding to broaden its impact in parts of the district not so far reached and to continue the support of part-time instructors to groups already established, during 1982. This is the type of special scheme which we believe district LR departments in general might valuably pursue in their facilities, with the close cooperation of for example local sports councils, clubs and CE/YC workers.

(2) Central Region's Coordinating Committee for Sport has a crucial role to play in ensuring effective coordination and collaboration between the region and districts. It need not necessarily possess executive powers, but could carry out valuable tasks related to research, advice, and proposals about policy formation and the development of functional cooperation.

(3) Mechanisms of sports development might be further established and systematized in all three districts. Each district is likely to follow different approaches to sports development and attempts to secure common provision among the three districts should not lead to an imposition of uniform patterns.

(4) The training of staff for introductory and basic programmes in LR may well be a priority. Whilst much of this training may be possible through the established channels of coach/instructor training, consideration might valuably be given to training links with CE/YC and ABE, and may encourage more YC workers to develop particular coaching skills.

(5) In Fife the existence of substantial sports facilities under the administrative control of the CERS underlines the possibilities of an ambitious programme of mainstream sports development. Further consideration might be given to the development of a strategy which will realise the potential which exists and which might fruitfully involve functional cooperation with the work of district LR departments and local sports councils.

(6) A start has been made in the development of such a strategy and a list of target sports for development, at the time of writing, has been drawn up.

We are not clear however how far the implications of this strategy have been pursued in relation to such issues as - instructor training, club and league development, coordination and organisation of instruction courses for the public.

(7) Tayside is hampered by an apparent absence of a regional mechanism for coordination in LR provision and we have not found indications of an overall commitment at regional level to the principle of community use of schools. The Outdoor Education Team within the CE Service might examine overall questions related to sports development. However the likelihood is that necessary additional resources will be extremely difficult to obtain and sports development might well remain a district concern.

(8) It is doubtful whether Dundee's Sports Scheme can be expanded advantageously within its present form. However judicious use of funds for part-time instructors and coordinators, coupled with self-financing classes and an element of voluntarism could provide a starting point for a more active mainstream form of provision.

Staff from the three Tayside districts might begin to explore fruitful avenues of cooperation and collaboration in, for example, instructor training. Sports development could, to some extent, take place in district owned facilities (as with Dundee's Sportscene '82). However facilities will be an urgent consideration once a commitment is made to establish a mainstream programme in outlying areas, as well as in the places where population is concentrated.

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Basic Data

The following list contains the headings under which we wish to collect any details which have been documented and are readily available on the organizational structure of Community Education and Leisure and Recreation. Through this exercise and follow-up we hope to generate material which, it must be stressed, is vital to the research project. Such material will provide us with detailed knowledge of different aspects of the organizations and the areas of work in which they are involved. Within this framework we will be able to locate the information generated in the course of interviews with staff members. Without such a framework, needless to say, our task is much more difficult.

1 Diagram(s) of overall organizational structure; of particular areas within the structure.

2 Numbers and types of facilities, owned and used.

3 Numbers of staff (full-time, part-time, seasonal, voluntary).

4 Details of salary gradings of staff.

5 In-service training for staff, staff development.

6 Financial breakdown, including main heads of expenditure.

7 Details and reports of activities and programmes (including brochures, literature of other kinds, on facilities and services), including "developmental" work.

8 Statements of Policy.

9 Any details on users and participants: numbers, and any further available breakdown by sex, age etc.

10 Voluntary organizations supported, proportions of expenditure on grants to such organizations.

11 Joint work bytween CE/LR; between CE/LR and other agencies and organizations (eg Countryside Commission, Sports Council etc).

APPENDIX 2

INTRODUCTION

At the moment there are several different approaches to the organization both of Community Education and of Leisure and Recreation in Scotland. Behind such differing approaches lie a wide variety of organizational histories and responses to central and local government initiatives. There is also a wide variety of ideas and philosophies among staff. Moreover, a diversity of opinion is also evident among elected representatives in local government, and indeed among the public at large, as to the main functions of these two services.

It is then an appropriate time for an examination of different underlying ideas and philosophies and their relationships with the many varied forms of organization which exist in the fields of Community Education and Leisure and Recreation. There is a great deal to be learnt from such diversity. The fertile and varied nature of these fields should yield important lessons and perceptions which can be of significant benefit not only to staff at administrative levels, but also to workers in the field, to elected representatives and indeed for the process of policymaking for the future.

The present research project intends to study the different underlying ideas and priorities mentioned above. The project intends to examine the varied types of organizations which have been developed to put such interrelated ideas and priorities into practice; and will attempt to clarify the nature and work of different organizational structures in the light of their stated policies and priorities.

The project team is based at the University of Edinburgh, Department of Education, and is being assisted with funds from SED for a period of 15 months, till December 31st, 1982. Three regional authorities have agreed to cooperate - Fife, Tayside and Central Regions; and we have requested the cooperation of district authorities in the three regions. Provision has been made for regional and district representation on the project's Advisory Committee, which meets regularly and gives valuable assistance in hammering out a framework for the research.

In the initial stages we are trying to produce a detailed organizational map of regional and district provision in Tayside, Fife and Central. The information we need at this stage includes details of financing (budgetary breakdowns will be particularly useful), staffing, staff qualifications and training, facilities, activities, participants, and "special categories" of work (ie work which in some sense moves beyond the conventional core of provision).

Thereafter the team will conduct a series of semi-structured interviews with personnel at regional and district levels. The attached questionnaire is intended as a basis for these interviews. Subsequently, we are hoping, with the cooperation of a number of district authorities in the three regions, to carry out some in-depth studies of local centres and programmes and to do some "illuminative" interviewing of participants and non-participants.

Personal details of staff will, naturally, be treated as strictly confidential. However if there are any aspects of the interview, outlined in the following pages, which are regarded as specially sensitive, these can be noted in the course of discussion.

BACKGROUND QUESTIONS (Basic Information)

1. When did you come to this Region?
2. What were you doing before that?
3. Did you come to this particular job?
4. What brought you into the Community Education or Leisure and Recreation field in the first place?
5. Did you undertake any education or training specifically in Adult Education, Y.C., Leisure and Recreation, Community Education before you came into the field?
6. Is there any sort of experience you had before you came into the field that you have found valuable and relevant in carrying out your job?
7. Please describe the basic organizational structure of the department and the main areas of responsibility of your job.
8. In the normal working day, who do you have most contact with?
9. Are there any other people in the organization who you find useful contacts?
10. Are there any people outside the organization whom you find useful contacts?

SHOW SHEET OF POLICY STATEMENTS

Leisure and Recreation	Other	Community Education
1975 White Paper on Sport and Recreation	Countryside (Scotland) Act 1967	Education (Scotland) Acts 1969, 1971, '73, '76, 1980
STARPS/Structure Plan(s)	Local Government Act	Alexander Report (1975)
Report on Grant Aid (SSC)	Stodart Report (1981)	Carnegy Report (1977)

MAJOR ISSUES OF POLICY AND ORGANIZATION (CE/LR)

Aim: To establish not just what are the main objectives of CE/LR, but also, at a higher level, how staff interpret the prime functions of CE/LR and their relationships with society. We need to understand what is organizational policy, but we also wish to know about the ideas and philosophies which form the basis of work which individual staff do.

1. We have tried to gather together influential policy statements produced over the last 7 years. I wonder if this list has any important gaps? (Although the list, p.4, is dominated by documents of national relevance we are also interested in regional and district ones which staff consider important.)

2. What are the main objectives of current policy?

3. How and in what ways would you like to see the main objectives of current policy changed?

4. What steps do you take to make and review policy? By what mechanism is policy arrived at?

5. Have there been any conceptual or theoretical changes in the last 7 years which have affected policy making and the way CE/LR is organized?

   Prompt: Recreation for All/Sport for All, Community Schooling, Community Development approach to Adult Education, etc.

6. In relation to other local government departments, what priority is given to CE/LR?

7. In terms of policy formation and of gaining political support and resources for the effective implementation of policy, which groups of people are of most importance?

   (Regional or District councillors, colleagues in other departments, professional staff in your own department, participants in programmes, New St. Andrew's House, professional associations, members of public.)

8. Turning to broader issues, what do you see as the prime functions of your organization? (eg fulfilment of individuals, remedial, leisure, encourage participation in local affairs, social interaction, local needs, containment of social unrest, social change, health.) Please indicate which you believe to be more, and which less, important.

Show Sheet of Facilities/Premises

COMMUNITY EDUCATION

Owned by Education Authority

Community Centres
School linked Centres
Youth Clubs
F.E. Colleges
Outdoor Centres
Residential Centres
Centres for the Unemployed
Play Centres
Village Halls
Galleries, Museums

Other

Club Rooms
Work Places
Pubs
Hospitals
Prisons
Churches
Mental Health Hospitals

LEISURE AND RECREATION

Indoor ("Structure Based")

Laundries, (Public Slipper Baths)
Swimming Pools
Sports Centres
Halls, Theatres
Museums, Historic Homes
Libraries
Art Galleries and Centres
Exhibition Centres
Nurseries/Creches
Adventure Playgrounds
Recreation Centres
Ice Rinks
Information Centres
Outdoor Centres (Visitor Centres)
Nature Centres
Saunas
Zoos
Community Centres
Village Halls
Roller Skating Rinks

Outdoor ("Land Based")

Parks, Reserves
Gardens
Allotments
Playing Fields
Marinas
Ski Slopes
Playgrounds
Golf Courses
Fishing Facilities
Beaches
Open Spaces

Informal Countryside Recreation (Joint Responsibility)

Picnicking and Walking and Parking Facilities
Coastal
Loch/Riverside
Woodland
Hill Areas

FACILITIES (CE/LR)

Aim: To build up a check-list of facilities in which different CE/LR activities, programmes etc take place. This will give an idea of the physical plant to which CE/LR expenditure is committed. But there is also the question of access. How far does ownership determine whether CE/LR staff have access to different kinds of facilities in the community? We want to know about relationships with other organizations, eg arrangements for joint use of facilities. In addition, we want to establish what staff perceive as "core" facilities; criteria by which standards of success are judged, ie the running of centres (and programmes).

1. Show Sheet of Facilities. We have tried to produce a comprehensive list of physical facilities associated with Community Education/ Leisure and Recreation provision. Obviously we would like to know whether there are any major types or categories of facilities which we have not included.

2. (We recognise that the categories in which facilities are classified are unsatisfactory in several ways.)
How do you classify different types of facilities?
What distinction do you make between different categories of provision?

3. What do you see as essential core facilities for the effective implementation of policy?

4. What arrangements have been made over the last 7 years for the joint use of facilities between different bodies?

   (i) CE - LR?
   (ii) Regional - District Levels?
   (iii) Statutory - Voluntary Bodies?

ACCESS/OWNERSHIP

5. Do you have any difficulties in running programmes in facilities owned by other organizations and agencies?

   If so, why? If not, why not?

CHANGES IN PAST

6. What major changes have there been in the facilities owned by your authority over the last 7 years? Why?

   [(i) numbers: decrease/increase, overall and within categories]
   (ii) management styles
   (iii) privatization of facilities versus facilities taken over by the authority
   (iv) other.

FUTURE FACILITIES

7. What are your priorities in terms of future requirements for facilities?
(As between the different categories outlined previously.)

CRITERIA OF SUCCESS

8. Are there any particular centres and programmes which you see as having been more successful than others?
Why? (Any agreed criteria of success?)

Carnegy Staff Categories

Category I	(a)	Statutory Sector - community and youth centre assistants, school and college-based staff, district youth leaders, area or neighbourhood community workers and tutors
	(b)	Non-Statutory Sector - youth leaders, area or neighbourhood community workers, community activists
Functions:		(direct contact with participants) stimulation, group work, tutoring
Category II	(a)	Statutory Sector - Area Community Education Officers and deputies, wardens and managers of community and youth centres, heads of adult education institutes or tutor organizers.
	(b)	Non-Statutory Sector - Tutor organizers, Area Community Development Officers, Wardens and Managers of Community and Youth Centres.
Functions:		(smaller numbers of staff than in Category I, characteristically operate through Category I staff, part-time staff or Community organizations, but also have direct contact with participants.) Organization, Management and Tutoring.
Category III	(a)	Statutory - Training Officers, subject or activity organizers and advisers, resources and information officers
	(b)	Non-Statutory - training officers, lecturers and tutors in Community Education (training institutions) staff tutors, tutor organizers with specialist roles, activity organizers and advisers.
Functions:		Specialist, advisory and supportive relating to other staff and prospective staff (full-time and part-time) and to the development of specialised aspects of Community Education
Category IV	(a)	Statutory - Divisional Community Education Officers and deputies, Deputy and Assistant Directors of Education (Community Education)
	(b)	Non-Statutory - Regional, Divisional and District Officers, Directors and Deputy Directors of University Extra-Mural Departments, Chief Officers and Deputies of National Voluntary Organizations.
Functions:		Organization, administration and policy, overall responsibility for effectiveness of provision.

STAFF (C.E.)

Aim: To understand the distinctions made between different categories of staff. To establish how far different categories of staff have an impact on the policy and overall organization of CE/LR; whether there is any specific policy regarding the appointment of "generalists" as opposed to "specialists" at different levels of the 2 services; what specific policies exist regarding the appointment of part-time staff (or volunteers). To determine pre-professional qualifications; arrangements for intensive orientation and training. To explore the relationships between gradings and responsibilities in joint areas of activity (between CE and LR, and between these and other organizations).

Staff Categories

1. We believe we can distinguish 3 major categories of staff.

   (i) Janitorial, Manual, Clerical (Full-time, Part-time, Voluntary, seasonal)

   (ii) Technical, Administrative (Full-time, Part-time, Voluntary, seasonal)

   (iii) Professional: Carnegy Categories - (Full-time, Part-time, Voluntary, seasonal)

   - I ("First Line Contact") direct contact with participants
   - II ("Second Line Contact") operate through category I staff and have direct contacts with participants too
   - III ("Advisory, Specialists")
   - IV ("Policy Makers")

   Are there other significant distinctions that you make? (Generalists vs. specialists, area vs. building based.)

2. Have you changed the balance between staff over the last 7 years -

   (a) in the 3 main categories above - Janitorial, Manual, Clerical
   Technical, Administrative
   Professional

   (b) within the professional categories I-IV mentioned above

   (c) at the Centre and in the field

   (d) in different sectors within Community Education? e.g. adult education, youth sector, A.B.E., urban/rural.

   In what ways?
   Why?

   Do you see a need to change the relative balance of staff in the above categories in future?
   In what ways?
   Why?

3. Concentrating on the "professional" category, would you say that your current and future staff requirements at different levels will be for more generalists or more specialists?

   If more specialists, in what fields?

4. Concentrating on the "professional" category of staff, do you feel it will be beneficial in the future to move towards an all graduate and/or professional organization?

   If so, why? / If not, why not?

   prompt: increasing skills and knowledge
   stability of continuing service
   greater access to the public
   relations with other organizations
   status

5. How important is the appointment of part-time staff or volunteers in the development of an effective service now and for the future?

   (In what fields?)

6. Does your organization have any specific policy regarding qualifications of part-time (or voluntary) staff?

Training

7. What proportion of professional staff have

   (a) received 1, 2 or 3 year College Diplomas?
   (b) received University Diplomas?
   (c) received other relevant pre-service training?
   (d) not received any formal pre-service training?

8. How adequate are present arrangements regarding in-service training, staff development and secondment?

   (Are there any particular ways you would change or modify these arrangements?)

9. (a) What arrangements do you make for interdisciplinary in-service training within your own service?

   (b) It has been suggested that inter-disciplinary in-service training might be undertaken with other organizations (eg in the fields of formal education, social work, Leisure and Recreation). Have there been any developments of this kind? Are there likely to be?

Gradings and Responsibilities

10. Is there any disparity between the responsibilities and salary gradings which are attached to different posts in your organization?

    If so, do such disparities affect the running of your organization?

Non-professional Staff Orientation

11. Are "non-professional" staff (ie those in categories (i) and (ii) in Q1) required to undergo any form of "orientation" for their work with your organization?

MANAGEMENT CATEGORIES SHOW SHEET (LR)

Note: This classification is drawn from Guidance Notes on Submission of Written Evidence produced for the Working Party on Management Training for Leisure and Recreation (Gunn Committee) in Scotland.

Top Management:

Functions: overall management, policy making, planning, allocating resources, budgeting, monitoring performance.

eg. Directors of Departments (Deputes)
Departmental General Managers

Senior:

Functions: policy making, full responsibility for specific projects/areas of activity, work with agreed policy or plan of operations.

eg. Heads of Sections, Departments (Assistants)
Assistant Directors,
Principal CE Officer
Chief Librarians (Regional, District, City)

Middle:

Functions: technical and practical management responsibilities, management of staff.

eg. Managers, Principal Officers (Baths, Halls)
CE Officers
Area LR Officers, Managers of LR/Sports Centres (Deputes)
Sports Development Officers
Librarians (Divisional, Group, Senior)
Keepers, Curators, Museums Officers
Parks Superintendants

Junior:

Functions: limited responsibility, direct staff supervision

eg. Assistant Officers (Museums, Libraries, Leisure Centres)
Sports Supervisors
Swimming Pool Managers
Youth and Community Workers

STAFF (L.R.)

Aim: To understand the distinctions made between different categories of staff. To establish how far different categories of staff have an impact on the policy and overall organization of CE/LR; whether there is any specific policy regarding the appointment of "generalists" as opposed to "specialists" at different levels of the 2 services: what specific policies exist regarding the appointment of part-time staff (or volunteers). To determine pre-professional qualifications; arrangements for intensive orientation and training. To explore the relationships between gradings and responsibilities in joint areas of activity (between CE and LR, and between these and other organizations).

1. We believe we can distinguish 3 major categories of staff.

   (i) Janitorial, Manual, Clerical, Craft (Full-time, Part-time, Voluntary, seasonal)

   (ii) Technical, Administrative (Full-time, Part-time, Voluntary, seasonal)

   (iii) Professional (Full-time, Part-time, Voluntary, seasonal)

   Yates Categories (First Line Management, Middle Management, Senior Management, Top Management)

   Are there other significant distinctions that you make? (Generalists vs. Specialists)

2. Have you changed the balance between staff over the last 7 years

   (a) in the 3 main categories above?

   (b) within the professional categories I-IV?

   (c) in different sectors within Leisure and Recreation e.g. indoor recreation, outdoor, informal countryside recreation, urban/rural?

   In what ways?
   Why?
   Do you intend to change the balance between staff in the above categories in future?

3. Would you say that your current and future staff requirements will be for more generalists or more specialists? (If more specialists, in what fields?)

4. Concentrating on the professional category of staff (outlined at (iii), Q1) do you feel it would be beneficial to move towards an all-graduate organization?

   If so, why? If not, why not?

   Prompts: increasing skills and knowledge
   stability of service
   better public relations
   reactions with other organizations
   status

5. How important is the appointment of part-time staff or volunteers in the development of an effective service now and for the future?

(In what fields?)

6. Does your organization have any specific policy regarding qualifications of part-time (or voluntary) staff?

7. What proportion of professional staff have had any relevant pre-service training?

8. How adequate are present arrangements regarding in-service training, staff development and secondment?

(Are there any particular ways you would change or modify these arrangements?)

9. (a) What arrangements do you make for interdisciplinary, in-service training within your organization?

(b) It has been suggested that Leisure and Recreation staff might be involved in interdisciplinary, in-service training with other organizations (eg social work, Community Education). Have there been or are there likely to be developments of this kind?

Gradings and Responsibilities

10. Is there any disparity between the responsibilities and gradings which are attached to different posts in your organization?

If so, do such disparities affect the running of your organization?

Non-professional Staff Orientation

11. Are "non-professional" staff (ie those in categories (i) and (ii) in Q1) required to undergo any form of "orientation" for their work with your organization?

Special Categories

Aim: To build up a checklist of special activities and groups for which provision is increasingly being made. These are not conventional categories of provision, but include, for example, groups and aspects of provision which the Alexander Report (1975) recommended for special attention.

Adult Literacy and Basic Education

Programme for the unemployed

Adults working unsocial hours

Women

Retired/Elderly

Parent and Health Education

Inmates of Penal Establishments

Community Arts

Handicapped

Consumer Education

Civil and Political

Information, Guidance, Counselling

Language training and programme for ethnic minorities

Rural Areas: Special provision

"Open learning" schemes, individualized learning, learning packages

Community enterprise/business

Workers' education

Outreach projects

Joint Programmes with other Organizations

PROGRAMMES (CE/LR)

Aim: To establish what are the conventional areas of work; what staff perceive as core areas (which may be different from those which are "conventional"); the adequacy of provision in such core areas. To determine areas of work which are "developmental" priorities in the sense that provision is attempting to move beyond what are seen as conventional approaches, programmes and activities; to what extent organization and policy making channels take account of the views of customers and users. To understand the constraints on development.

1. What do you see as the conventional areas of work in CE/LR?

2. Which areas of work do you see as being most important?

3. How adequate are the arrangements for provision in core areas?

4. Apart from the conventional areas of work, what new ones have you developed over the last 7 years? Reasons?

   (Show Sheet, "Special Categories")

5. What new ones do you intend to develop?

6. How have changes in the core curriculum of activity and learning come about? What do you see as the major influences on the balance and nature of that curriculum?

   eg. CE - local government changes, Alexander, Adult Literacy, Youth Opportunity Programmes, central government initiatives, changes in statute or regional policy, financial cut-backs, users or customers, media influence, funding by national bodies eg Arts Council, major national or international events.

   LR - major sports, major national or international events, unemployment, sport for all, local government changes, central government initiatives, changes in statute or regional policy, financial cut-backs, users or customers, media influence, financial support from national bodies, eg Scottish Arts Council, towards costs of local festivals, personal/professional.

7. By what procedures are staff and funds obtained for new programmes
   a) at the Centre
   b) in the field?

8. What changes in programmes have come about in the last 7 years as a result of the structural reorganization of youth work, community work, adult education?

9. What joint programmes have there been between CE and LR?

10. How far do programmes have to be self-funding?
(CE - courses of informal further education)

11. How do you publicize programmes and activities?
Which methods do you find most successful?

PARTICIPANTS (CE/LR)

Aim: To discover how representative of spread of population, user population is; whether staff perceive non-representativeness to be a problem or not; how, if they do, they will respond to it. To establish the part played by participants, users or customers in determining the nature of CE/LR provision. To build up a picture of staff perceptions of "core" groups; work with new and special groups or users; constraints upon the development of work with new groups.

1. Is the user population representative of the larger population in this area from which it is drawn? (In terms of age distribution, sex, rural-urban distribution, social class, etc.)
   If not, what policy initiatives are being made to remedy this situation?

2. Have there been any significant changes over the last 7 years in the groups of people who have made use of your organization's services, facilities, or programmes?
   (a) junior, youth, adult, retired
   (b) casual users, course participants, club members
   (c) male/female
   (d) membership of different kinds of centres or clubs (community centres, School Linked Centres, sports centres/clubs, special interest groups etc).

3. Are there any particular groups of users whom you regard as a "core" concern for staff?

CE - 4. We understand that increasingly provision is being made in a "grey area" for groups whose purposes cannot be defined strictly as vocational or non-vocational.

   Do you find the distinctions either between vocational and non-vocational or between statutory and non-statutory provision useful in defining participant groups and the development of Community Education?

5. What mechanisms exist to take account of what participants/other members of the public want in terms of CE/LR provision?
   How effective are such mechanisms?

6. Are there particular criteria on the number of participants, users or clients which determine whether programmes, centres or facilities run?

7. Do you apply different criteria (re: numbers of participants) to special or priority groups?

8. Does the overall organization of Community Education/Leisure and Recreation constrain the development of work with new groups?

   If so, how?

NETWORKS (CE/LR)

Aim: Development of CE/LR can benefit from closer links with other organizations (other government departments, national bodies, national voluntary organizations, other voluntary and local groups including community councils, local sports councils. Do staff see the need for flexible relationship with other bodies (of above sorts) in joint promotion of work? What is the overall spread of network? We want to establish to what extent such joint activities and other links affect the formation of policy.

1. CE/LR operate within a network of providing bodies, with whom CE/LR have a varied and often complex set of relationships. Amongst such "other" organizations, with which do you have the most significant working links? (Ie links which affect the formation of policy)

   In what ways significant?

   CE - voluntary organizations (local, national)
   youth organizations, national bodies (eg SCCE), universities, colleges
   other government departments

   LR - national bodies (CCS, F.C., SSC, STB)
   local sports clubs, local cultural organizations,
   informal recreational clubs, other government departments,
   local sports councils

2. Are there any ways in which policy has changed over the last 7 years because of links with other organizations?

3. How would you envisage links with other organizations affecting the development of CE/LR in the future?

4. Are there any particular priorities which lead you to make grants to particular voluntary bodies?

   What priorities?
   Which voluntary bodies?

5. Do you think that different salary gradings affect the possibilities for cooperative work between say Community Education, Leisure and Recreation, and other agencies (governmental and non-governmental)?

   (Please be specific)

CE - 6. There used to be a view that in Adult Education, the Universities handled a cognitive intellectual area, the WEA handled a liberal arts area, and the Local Authority handled arts and crafts, physical activities and games, examination and vocational courses.

   Do you think your relationships within this network of providing bodies has changed?

   How? and Why? (Central government initiatives, statutory changes, regional policy, local government reorganization, Alexander,

FINANCE AND FUNDING (CE/LR)

Aim: We envisage that much of the necessary information concerning finance and funding will have been obtained before interviews with staff take place. It would be most helpful if each sector would provide some kind of budgetary breakdown, for this would obviously be a most useful basis for additional questions in this part of the interview. We need to establish the basis for allocation of funds to CE/LR; fee arrangements and scales of charges; the criteria by which funds are allocated to programmes and activities; the factors which influence funding relationships with other bodies.

1. Do financial allocations within your organization adequately reflect its priorities?

2. How have changes in the statutory basis of funding affected financial allocations to CE/LR in the last 7 years?

3. What is the basis for the calculation of fees paid by participants throughout the whole range of programmes and activities in CE/LR?

4. Have there been any significant changes in scales of charges and fees paid by participants over the last 7 years?

5. What criteria are used for the allocation of funds to programmes, activities, categories of work etc?

6. What is your policy regarding payment of part-time staff? (Are distinctions made among such staff? On what basis?)

7. What proportion of expenditure is allocated to publicity?

SUMMARY OF ONE-OFF QUESTIONS

A number of questions on the interview schedule are ones which may require some consideration prior to the interview. They are questions of a factual kind, about which a range of answers are not felt to be needed. In other words, they are questions which can be asked once of individuals in each organization, and possibly also of departmental heads (eg libraries) within each organization.

1.	Influential policy statements produced over the last 7 years (National, Regional and District Levels) Show Sheet: Policy Statements	POLICY 1
2.	Physical facilities, types and categories Show Sheet: Facilities/Premises	FACILITIES 1,2
3.	Changes in numbers of facilities owned by CE/LR	FACILITIES 6(i)
4.	Staff categories, adequacy of classification Changing balance of numbers between different categories over last 7 years Show Sheets: Carnegy Staff Categories, Yates Staff Categories	STAFF 1,2
5.	Qualifications of staff (a) part-time (b) full-time	STAFF 6,7
6.	Inter-disciplinary in-service training (a) within CE or LR (b) between CE/LR and other organizations	STAFF 9
7.	Orientation for non-professional personnel	STAFF 11
8.	Changes in the statutory basis of funding to CE/LR in the last 7 years	FINANCE 2
9.	Policy on calculation of fees paid by participants Changes in scales of charges and fees in the last 7 years	FINANCE 3,4
10.	Policy on payment of part-time staff	FINANCE 6
11.	Expenditure on publicity	FINANCE 7

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Professor N.J. Entwistle, B.Sc., Ph.D.

11 August 1982

NOTES ON THE RESEARCH PROJECT IN COMMUNITY EDUCATION AND LEISURE AND RECREATION FOR PROFESSIONAL STAFF

Before we come to visit you and to study the work that you are doing, we thought it would be wise to brief you on the research project that we are undertaking. Three of us, David Alexander (Lecturer), Tim Steward (Lecturer) and Tom Leach (Research Associate) from the Department of Education in Edinburgh University have received a grant from the Scottish Education Department to make a study of the organisation of Community Education and Leisure and Recreation in Scotland.

There is a wide variation between the Regions and Districts in the way that these areas of work are organised so we have chosen to concentrate on looking at Fife, Central and Tayside Regions and their districts to reflect the different organisational approaches that have been adopted. In particular we are keen to look at the relationship between organisation and the work, facilities, programmes and amenities that emerge and wish to pay special attention to what professional staff consider to be positive developments in the general field. Let us make it quite clear that this is not an external evaluation project, but is a genuine attempt to find out how the field has developed since local government reorganisation and to make that information more widely available.

The first stage of our research involved us in interviewing officials in the Community Education Service at Regional level and Officials in the Leisure and Recreation Service at Regional and District levels in an attempt to find out current policies, new developments and problems: at the same time we wished to draw out information on the range and number of facilities, programmes etc available within the Regions and Districts and to collate this basic data.

We are shortly to start on the second stage of our project and it is at this stage that we wish to seek your active cooperation and participation in the research. We believe quite strongly that the views, perceptions and opinions of professional staff are of great importance and that they are crucial in determining what goes on in the field. Their analyses and interpretations of their working roles and of the functions of the services they work in are of great importance and consequently we wish to try to understand these views by gathering information from you in the form of a questionnaire. There are of course limitations to the information we can get from a questionnaire and we shall therefore wish to use less structured methods of understanding the work you are involved in.

Methods of research we are using

Apart from a questionnaire for professional staff and a questionnaire for users/participants that we shall ask you to administer, we shall be making a visit of observation to your centre/programme to try to get a feel of the way it runs. To aid us in this task we shall be keeping a sort of log book of our impressions, of comments you make to us, of our observations etc: secondly we would like to meet some of the users/participants in your centres or programmes and would like to have an informal discussion with them about the facilities/amenities/services available. Lastly we would like to ask you to administer 15 copies of the enclosed questionnaire for users/participants to a cross section of your adult (16+) users and have the completed questionnaires ready for us when we visit you.

We realise that we are asking a great deal of active cooperation from busy people, but we hope that you will help us in making information about recent and positive developments and examples of the development of practice available to a wider audience.

We enclose then

1. One copy of a professional staff questionnaire for you to complete.
2. Fifteen copies of user questionnaires for you to administer.
3. The timetable of our visits.

We look forward to meeting you in the near future.

Yours sincerely

T G STEWARD, D J ALEXANDER, T LEACH.

Programme of visits of observation and participatory research

16 - 20 August	Selected Leisure and Recreation facilities	Dundee
23 - 27 August	" " " " "	Dunfermline
30 August - 3 Sept.	" " " " "	Stirling
13 - 17 September	Selected Community Education staff and facilities (Youth & Community Service)	Stirling District
20 - 24 September	Selected Community Education staff and facilities	West Fife
27 September - 1 October	" " " " "	Tayside Dundee City Teams

DEPARTMENT OF EDUCATION EDINBURGH UNIVERSITY

Questionnaire for Professional Staff in Community Education and Leisure and Recreation Centres

Region ______________________ District ______________________

Service ______________________ No ______________________

All information is confidential and will be used for research purposes only.

1. Please read these instructions before you answer this questionnaire.
2. Please mark your answers with a ring around the answer you select.
   eg. 1 - 5 yrs [✓ 6 - 10 yrs] 11 - 20 yrs 21 - 30 yrs
3. Some questions ask for only one reply. Please be sure you only ring one answer.
4. A few questions require more than one answer. Please check the instructions following the question.
5. Some questions ask you to write your own answer. Please do so in your own words as clearly as possible on the dotted lines.
6. Please check you have completed all questions and return the completed questionnaire to the researcher.

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Thank you for your cooperation.

BACKGROUND INFORMATION

1. In what year did you join this local authority? 19 ________

2. What was your age at your last birthday? (circle one answer)

   21 - 30, 31 - 40, 41 - 50, 51 - 60, 60+

3. Please list any qualifications that you hold. (eg degrees, diplomas, certificates, professional qualifications)

Qualification	Subject area	Institution	Years of study

4. How long have you held your present job? ____________ years

5. Is this your first job in this general field of work? (circle one answer)

   Yes

   No

6. If this is not your first job in the general field, what was your previous job?

   ____

   ____

   ____

7. Will you give a brief description of your job and the responsibilities it entails:

8. Before joining the Community Education/Leisure and Recreation Department did you have any experience of work in the following areas? (circle each appropriate answer)

Working in Industry/Business/Commerce	Yes	No
Working full or part time or seasonally for a local authority	Yes	No
Working full or part time in Primary or Secondary School	Yes	No
Working full or part time in Further or Higher Education	Yes	No
Working full or part time for Central Government	Yes	No
Working part time in Adult/Community Education	Yes	No
Working part time in Leisure and Recreation	Yes	No
Working in a paid capacity for a voluntary organisation	Yes	No
Working in an unpaid capacity for a voluntary organisation	Yes	No
Undertaking research in Leisure and Recreation or Community Education	Yes	No

Other valuable forms of experience (please give brief details)

9. Does your job vary seasonally? (circle one answer)

same all year round	varies between summer and winter
no two weeks alike	other (please give brief details)

10. Has the nature of your job changed in the time you have been doing it? (circle one answer)

Yes No

If it has changed could you give brief details of how it has changed?

____

____

11. We would like to build up a picture of how you typically spend your time in the working week: will you estimate the percentage of your total working week normally devoted to the following aspects of your work. If it varies greatly please complete a second pattern as an indication.

	Pattern 1	Pattern 2
A. Project/Centre or Facility management		
B. General Administration (Office work/telephoning/Record keeping/Ticket sales)		
C. Other Management Tasks (Organising work teams/ policy making/management meetings)		
D. Departmental/Sectional/Project/Centre meetings		
E. Work with participant or user groups (Coaching/teaching/supervising/counselling/ helping)		
F. Making contact with other organisations/other regions/districts/national organisations		
G. Making contact with local groups		
H. Research		
I. Travelling in the course of work		
	100%	100%

12. Express as a percentage the total amount of time in the working month you spend on the following activities. If it varies greatly please complete a second pattern as an indication.

		Pattern 1	Pattern 2
Maintenance	(Servicing or working with existing amenities/programmes/facilities)		
Promotion/ Extension	(Promoting/advertising/encouraging the use of existing amenities/ facilities/programmes)		
Expansion	(Trying to increase the numbers of amenities/facilities/programmes and the numbers of users)		
Development/ Innovation	(Trying to create different amenities/facilities/programmes, encouraging different uses of existing amenities/facilities/programmes, involving new and different groups of users)		
		100%	100%

Have you any other comments? ____________________

____

____

13. How does the public generally see your job, and describe it? (eg Teacher, Do gooder, Manager, Dogsbody, Policeman, Jack of all Trades, Salesman)

____

14. Will you try to list the individuals or groups of people with whom you have significant contacts in your work: please list them under the following headings:-

A. Staff within your own department

____

____

____

B. Other staff within your district/region

____

____

____

C. Staff of other Districts/Regions

____

____

____

D. Staff of National Organisations

____

____

____

E. Members of Voluntary Organisations/Clubs/User Groups

____

____

____

F. Individual Members of the Public

____

____

____

G. Others (please specify)

____
____
____

15. Will you rate from 1. (a great deal of time) to 5. (no time at all) the amount of time you typically spend in contact with the following groups of people in the course of your work. (please circle one answer for each line)

	A great deal of time	a lot of time	some time	little time	no time at all
Staff within your department	1	2	3	4	5
Other staff in District/Region	1	2	3	4	5
Staff of other Districts/Regions	1	2	3	4	5
Staff of National Organisations	1	2	3	4	5
Members of Voluntary Organisations/ Clubs/Groups	1	2	3	4	5
Individual Members of the Public	1	2	3	4	5
Others (please specify)	1	2	3	4	5

____
____
____

16. Will you rate from 1. (very often) to 5. (never) the purpose of your contacts. (please circle one answer for each line)

	very often	often	some time	infrequently	never
A. Staff Supervision/Management	1	2	3	4	5
B. Giving/Receiving In-Service Training	1	2	3	4	5
C. Teaching/Coaching Participants	1	2	3	4	5
D. Facilitating/Animating Participants	1	2	3	4	5
E. Acting as a resource for participants	1	2	3	4	5
F. Assessing needs and interests of potential participants and users	1	2	3	4	5

16. (cont'd)

		very often	often	some time	infrequently	never
G.	Market Research	1	2	3	4	5
H.	Planning with local authority staff	1	2	3	4	5
I.	Planning with staff of other agencies and organisations	1	2	3	4	5
J.	Advising other bodies	1	2	3	4	5
K.	Other (please specify)	1	2	3	4	5

17. How much control over your own project/centre/area of work do you have? (please circle one answer)

Total Control	Considerable Control	Some Control	Little Control	None
1	2	3	4	5

18. Will you describe the ways in which you can or cannot influence or determine the overall policy within Leisure and Recreation/Community Education.

19. Will you rate from 1 (most important) to 5 (least important) the main purpose of your project/centre/area of work. (If your purposes coincide with only a part of the description offered still include an answer.) (please circle one answer for each line)

Educational (Promoting either the intellectual or emotional or physical or social development of the individual)

most important 1 2 3 4 5 least important

Social/ Entertainment (to provide opportunities for people to get together, enjoy themselves or be entertained)

most important 1 2 3 4 5 least important

Recreational (to provide opportunities for participants to exercise choice of activities/programmes, to actively participate and involve themselves in leisuretime activities)

most important 1 2 3 4 5 least important

19. (cont'd)

Sporting/ Recreational (to provide accessible sports facilities and encourage wide usage of them)

most important 1 2 3 4 5 least important

Sporting (to provide high quality sports facilities, to develop high level sports performance, opportunities for people to compete at all levels)

most important 1 2 3 4 5 least important

Community Development (to enable people to participate more fully and take more control in local affairs)

most important 1 2 3 4 5 least important

Health (to provide opportunities for people to relieve frustrations, tensions of modern life, to develop healthy leisure pursuits)

most important 1 2 3 4 5 least important

Conservation (of natural environment, works of art etc)

most important 1 2 3 4 5 least important

20. Will you rate from 1 (very successful) to 4 (very unsuccessful) how far your project/centre/area of work is in fulfilling its purpose. (circle one answer)

Very Successful	Quite Successful	Not Successful	Very Unsuccessful
1	2	3	4

21. In terms of the population your organisation serves, are different programmes/ activities/facilities designed to meet the needs of:- (circle one answer for each line)

A.	Particular Age Groups (eg teenagers, middle aged)	Yes	No
B.	Particular Social Classes	Yes	No
C.	Groups with special needs (unemployed, handicapped)	Yes	No
D.	Groups with particular interests (eg clubs, tenants' groups)	Yes	No

E. Other groups (please specify) ____________________

____

____

22. Please list any groups that you consider it important to provide programmes/activities/facilities for.

23. Whose needs are the programme/facilities/project designed to meet first and foremost? (eg, people in the immediate neighbourhood, the community as a whole) Give brief details.

24. How large is the potential catchment area for your programme/centre/project?

25. List the three activities/programmes/forms of provision you think it most important and least important to maintain.

Most Important 1. ____________ 2. ____________

3. ____________

Least Important 1. ____________ 2. ____________

3. ____________

26. Are there any mechanisms by which users/participants can influence what goes on in your centres/programmes? (circle one answer for each line)

By an Advisory/Management Committee	Yes	No
By a suggestions box	Yes	No
By complaints to staff	Yes	No
By complaints forms/user surveys	Yes	No
By discussion with users/participants	Yes	No

Other Ways (give brief details) ____________

27. Would you indicate any influential documents published in the last few years which have influenced the work that you do?

____

____

____

28. Are you involved in any joint work/programmes/cooperation with other organisations or agencies? (please circle one answer for each line)

With other departments in Leisure and Recreation	Yes	No
With other departments in Community Education	Yes	No
With voluntary organisations	Yes	No
With national organisations	Yes	No

Others (please indicate) ________________________

____

____

29. If you are involved in cooperation/joint programmes with other organisations, are there any particular problems?

Yes No

If yes, please give brief details:

____

____

____

30. What criteria do you think indicate a successful

project/programme ____

activity ____

facility/Centre ____

31. How necessary do you think professional training is, either pre- or in-service? (circle one answer)

Essential	Very Necessary	Useful	Not Necessary	A waste of time
1	2	3	4	5

32. How adequate do you think initial professional training is for joining Community Education/Leisure and Recreation? (circle one)

Very Adequate	Adequate	Inadequate	Totally Inadequate
1	2	3	4

33. How adequate do you feel in-service training is? (circle one)

Very Adequate	Adequate	Inadequate	Totally Inadequate
1	2	3	4

34. For the future development of the field, what categories of staff are most needed?

35. Will you indicate those facilities/programmes/activities/areas of work that you think should be developed in the future.

36. For Community Education/Youth and Community Staff

What benefits and disadvantages come from the merging of Adult Education and Youth and Community work?

Please list briefly.

Benefits

Disadvantages

37. **For Leisure and Recreation Staff**

What benefits and disadvantages come from merging Parks, Libraries, Museums, Sports facilities etc into a Leisure and Recreation Department?

Please list briefly.

Benefits

Disadvantages

38. **For all staff**

How desirable do you think the integration of Leisure and Recreation work with Community Education work is or would be at an administrative level in the local authority?

Very Desirable	Desirable	Undesirable	Very Undesirable
1	2	3	4

39. How desirable do you think closer working relationships are or would be between Community Education and Leisure and Recreation staff?

Very Desirable	Desirable	Undesirable	Very Undesirable
1	2	3	4

40. Which do you find the most effective means of promoting your work to the public?

41. What criteria (for example, numbers of users) determine whether activities/programmes/facilities run?

42. In the overall work of the organisation, do you try to strike a balance between different types of users/different types of programmes/different kinds of activities/different methods of work?

(Please give brief details)

____

____

____

43. Are there any constraints in your job which prevent you developing work in the way you would wish to?

APPENDIX 4

DEPARTMENT OF EDUCATION EDINBURGH UNIVERSITY

USER SURVEY CENTRE ______________________________

All information is confidential and will be used for research purposes only.

1. Please read these instructions before you answer the questionnaire.
2. Please mark your answers with a ring around the number in the right hand margin.
3. Some questions ask for one reply only. Please be sure you only ring one number.
4. A few questions ask you to write in your own answer. Please do this in your own words as clearly as possible on the dotted lines.
5. Please check your completed questionnaire to make sure you have answered all the questions, and have given the answers you intended.
6. Do not give your name and address.
7. When you have completed the questionnaire it will be collected back from you.

CONFIDENTIAL

Thank you.

Region ______________________

District ______________________

Service ______________________

No 1061

1. How far have you travelled here today?

	ring one
Under 1 mile	0
1 - 2 miles	1
3 - 5 miles	2
6 - 10 miles	3
11 - 15 miles	4
16 - 20 miles	5
more than 20 miles	6

2. How did you travel here today?

	ring one
by public transport	0
by private car	1
on foot	2
any other way	3

Please write it in ....

3. How much time can you afford to spend here each week? (including travel)

	ring one
Under 2 hours	0
2 - 3 hours	1
4 - 5 hours	2
more than 5 hours	3
none	4

4. Where do you live ? (ie which town, village district?)

....

....

5. What activity, group or class have you come to take part in today?

....

....

6. Do you come here for any other activities, groups or classes?

	ring one
Yes	0
No	1

7. Your age last birthday?

	ring one
Under 18	0
18 - 20	1
21 - 24	2
25 - 34	3
35 - 44	4
45 - 54	5
55 - 64	6
65 or over	7

8. Sex

	ring one
Male	0
Female	1

9. Marital status

	ring one
Single	0
Married	1
Widowed	2
Separated or divorced	3

10. Family

Have you any children of your own or under your care aged 16 or under?

	ring one
Yes	0
No	1

11. Present employment position

	ring one
In paid or voluntary work full time	0
In paid or voluntary work part time	1
retired	2
unemployed	3
housewife	4
housewife in part or full time work	5

(please state nature of work)

....

....

any other	6

(please write in)

....

....

12. **Occupation**

Note: Please give brief details if there is any risk of doubt. Eg, not just "secretary" but "shorthand typist" or "company secretary", not just "engineer" but "motor car mechanic" or "civil engineer".

What is your occupation? (please write it in)

....

....

If you are a married woman, give your husband's occupation.

....

....

If you are a married woman, not presently employed, what was your occupation?

....

....

13. What age were you when you completed your full time education?

	ring one
15 or under	0
16	1
17	2
18	3
19	4
20 or over	5
still in full time education	6
not sure	7

14. In what kind of institution did you complete your full time education?

	ring one
Primary or elementary school	0
Secondary school	1
Further Education College, College of Commerce, College of Domestic Science, Technical College, Art College	2
Teacher Training College	3
University	4
Teacher training college or other professional training following a university degree	5
Any other (please name it)	6

....

....

....

15. In your leisure time have you made use of any of the following facilities in the last 6 months?

(Please ring all appropriate numbers.)

Public Outdoor Sports Facilities	0
Public Indoor Sports Facilities	1
Private Outdoor Sports Facilities	2
Private Indoor Sports Facilities	3
Public Libraries	4
Museums or Art Galleries	5
Public Parks and Gardens	6
Countryside Parks	7
Community Centres	8
Evening Classes or Community Education Classes	9
Youth Clubs	10

Thank you for your cooperation.

APPENDIX 5

User and Non-User Informal Group or Individual Discussion: Arranged or Impromptu:

(a) Use with individuals or groups who have or have not filled in participant questionnaire previously. If appropriate ask them to fill in participant questionnaire.

(b) Length of discussion flexible - as long as is useful and appropriate to group or individual.

(c) Nature of discussion is unstructured but situated in 4 question areas outlined below.

(d) Take notes and write up as soon as possible after discussion under the question areas to assist analyses.

Question Areas

1(a) Reasons for participation - purpose, objective (social, recreational, entertainment, developmental, educational, to pass time).

(b) Discussion of personal background - employment, educators, family, social. Have L/R and educational opportunities enhanced your life-chances and areas of choice/provided alternatives?

2(a) Is the programme and the particular activity adequately run? Is it satisfactory? Limitations? What else could be done?

(b) Are you happy with the way in which the centre is run and managed? Do you and/or can you influence the nature of the centre/programme? How approachable are the staff? Do you get on well with the staff? How much contact do you have with staff? What is the nature of the contact?

3(a) Do you have contact with other users? What is the nature of the contact? Is contact with other users encouraged by the staff? If so for what purpose?

(b) Why don't non-users participate? What is being done to increase participation? Are 'disadvantaged' groups using the centre/programme and why? If not why not?

(c) Is there any connection/relation with other services eg. CE/schools/WEA/University/voluntary groups/LR.

4(a) What is the nature of local community - its problems and achievements? Major issues?

(b) Does the centre/programme have any real impact on these issues?

APPENDIX 6

Topic File: Study of Local Centres, Programmes in CE/LR

Methods 1 Observation (noting significant incidents)

2 Discussions a) with staff involved in work with public

b) with users, participants, individually and in groups

3 Analysis of documentary information (eg reports of programmes, programme outlines, user survey responses)

1 Physical Profile of Centre/Programme and its Resources

Name

Location

When established

Numbers of buildings

Numbers of rooms (sketch layout, noting special purpose/general rooms)

Budget (income, expenditure for 1981/2, 1982/3; main heads expenditure)

Staffing (Professional, Technical, Clerical F-T, P-T/Manual F-T, P-T)

How far are local people with their skills, knowledge seen as resources to be drawn upon by staff?

Are buildings of other organisations used in development of programmes and activities by staff?

2 History of Centre/Programme

Original purposes, changes in purposes of C/P. Reasons for changes. Changes in resources, methods of work, nature of programme and activities, management of C/P. Influence of other organisations (eg MSC) on nature and quality of work (eg courses for unemployed, life and social skills).

3 A Profile of Users/Participants (where information available)

Age

Sex

Social Class

4 Profile of Local Area/Community (Mainly for CE Staff)

Nature of community served by centre/programme (urban/rural, new housing estate, old etc, mixed)

What are major issues and problems, needs, demands?

5 Accessibility, Suitability of Premises

Distance from community it serves

How inviting? Open?

Attitudes of staff (Professional, Manual) towards users (helpfulness)

How suitable is premise for activities going on?

How well is accomodation programmed - clashes between groups (noisy) quiety, young, (old), periods when C/P could operate but does not.

6 Purposes, Values, Goals of Staff

Do staff consciously limit purposes to maintenance of facilities?

What other pruposes are there? Why?

Needs, Problems, Demands which C/P is designed to serve?

How far users/participants should be involved in day to day running, management of C/P?

Is there a "party line"? Are staff supposed to adhere to a particular philosophy, methods, traditions or values in work with users, participants?

7 Staff Roles, Role Structure, Job Satisfaction, Motivation

Routine tasks, duties.

How clear about what is expected of staff member in job?

How clear is role in relation to staff in other organisations (eg Social Work, Education, LR/CE, CD, MSC/YOPs, Private, Voluntary Organisations)

Much red tape to get things done?

Too much expected of staff? Too much to do?

To what extent different tasks conflict?

Conflict between homelife and work?

Extent of job satisfaction.

Hours worked - longer than minimum required? Overtime?

Extent of opportunities for eg variety, challenge, learning, contact with other staff in the organisation?

To what extent organisation interested in welfare of staff?

8 Power Structure

Who makes decisions about what are purposes/goals of organisation?

How far do users, participants play a part?

Who determines who works in local C/P?

Who determines how much money is available for different kinds of work?

What determines what methods of work staff use?

9 Implementation of Purposes

(i) Contact with users

Relationships - casual in course of maintaining building, or greater degree of interaction?

(ii) Nature of Programme

Size, Balance/Nature in relation to spectrum of "institutional purposes" (Educ-Soc/Ent -Recr -Sp -Conserv -CD -Health)

New developments (content, methods, other)

Relationship between activities and aims

Extent concept of development: (personal +/or social) embodied eg graded courses

(iii) Contacts with other organisations (eg CE-LR)

Extent of cooperation in planning

Use of facilities

(Extent of overlap in functions)

(iv) Promotional Strategies

10 Evaluation

How far an active concept?

How much change in activities from year to year?

Any evidence of review of work (individual level - local staff group level - organisational review)

Nottingham Research Reports In Adult Education

Editors: Professor Michael D. Stephens, Professor J.E. Thomas

This account of a major research project is the second in a new series published by the Department of Adult Education at Nottingham University. The series aims to make research findings more generally available, especially since Adult and Continuing Education have become increasingly important in the Educational spectrum. The series will include a wide variety of research, much of which will have been conducted with the support of the Departmental Centre for Research into the Education of Adults.

David Alexander is presently lecturer in Adult Education in the Department of Education, Edinburgh University. He worked for the Northern Rhodesian and Zambian Governments in two rural districts before joining the University of Zambia's then Department of Extra-Mural Studies in 1968 as Lecturer/Resident Tutor for Eastern Province where he initiated and developed programmes of adult education related largely to rural and political development and to workers' education. He contributed to the formation of the University of Zambia's present Centre for Continuing Education and worked for two years as a lecturer in the Centre, responsible for developing training programmes for adult educators in the field, and contributed to the educational work of the Zambian Congress of Trade Unions. He came to his present post at Edinburgh in 1975 and has undertaken consultancy and advisory work in adult and non-formal education in Papua New Guinea, Thailand and Zambia. In 1981, he was engaged by the UN Food and Agricultural Organisation as training evaluation consultant for the 'Agriplan' project in Zambia and has carried out further research in Zambian non-formal and workers' education.

Tom Leach is presently engaged in research at the Scottish Council for Research in Education. Before going to university he worked in Iran as an agricultural training assistant and basic education tutor. After completing a degree in Modern History at Oxford University he combined three years of secondary school teaching with a voluntary job at Amnesty International. Since completing an MSc degree in Community Education he has been involved in full-time government financed research into adult and community education at the Manpower Services Commission's Youth Training Scheme. He has combined his research with voluntary work in adult literacy/basic education and a part-time post at Edinburgh University tutoring trainee community education workers.

Tim Steward was educated at Hull Grammar School, Manchester and Edinburgh Universities. He undertook research in Psycholinguistics with the Medical Research Council Speech and Communication Research Unit at Edinburgh University and became involved in extra-mural teaching in both Edinburgh and Fife. 1972 he joined the Department of Education, Edinburgh University as a lecturer in psychology and has since then been involved in the training and education of adult and community educators. He has both lectured on and studied adult education programmes in Canada, the USA and Japan and recently spent 4 months teaching with the Department of Extra-Mural Studies, Fourah Bay College, the University of Sierra Leone. His most recent publication "The Concept of Need in Adult Education" was written for the James Africanus Horton Memorial Lecture at Fourah Bay College.
He is a practising adult educator and has recently taught courses with adults in Fife.

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